COMMUNITY DEVELOPMENT PROGRAMME

THIRD FIVE YEAR PLAN

OFFICE OF THE PRINCIPAL
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MINISTRY OF
COMMUNITY DEVELOPMENT & COOPERATION
(DEPARTMENT OF COMMUNITY DEVELOPMENT)
GOVERNMENT OF INDIA

This Publication brings up-to-date and supersedes the earlier publication of this Ministry entitled "Revised Programme of Community Development" (popularly referred to as the "Green Pamphlet")

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CHAPTER I

BUDGET

The Community Development Programme in India started in October, 1952 with 55 Community Development Projects. Each of these projects, covering about 300 villages and a population of about 3 lakhs, had a budget provision of Rs. 65 lakhs. In 1953, the National Extension Service was introduced and it was first started in blocks comprising of about 100 villages and a population of 66,000. These blocks had a provision of Rs. 4.5 lakhs and were called N.E.S. Blocks. They were subsequently converted into C.D. Blocks with a budget provision of Rs. 15 lakhs including funds provided in the N.E.S. stage; the C.D. stage was the intensive development phase. During the Second Plan period, commencing from the 1st April, 1956, the budget provisions were reduced to Rs. 4 lakhs for the N.E.S. Blocks and Rs. 12 lakhs for the C.D. Blocks.

Based on the recommendations of the Study Team appointed by the Committee on Plan Projects in 1957, the pattern of the Community Development Programme was further revised with effect from the 1st April, 1958. According to this pattern, the Community Development Blocks are to have a life of ten years consisting of Stage I and Stage II of equal duration, with a budget provision of Rs. 12 lakhs and Rs. 5 lakhs respectively. Besides, a one year pre-extension phase, preceding Stage I, with attention exclusively devoted to agricultural development, was introduced in the case of Stage I Blocks to be allotted from April 1, 1959. For this period, a sum of Rs. 18,800 is provided which is to be adjusted against the Stage I budget when the pre-extension block enters Stage I.

This pattern is to be followed during the Third Plan period also with a few modifications in the schematic budget of Stage I, which have been made in accordance with the recommendations of the Annual Conference on Community Development held in Srinagar in 1960, in order to lay increased emphasis on agricultural production. The system now obtaining is summarised below:

(1) Pre-Extension Stage

With a provision of Rs. 18,800, the pre-extension stage will normally be for one year. The break-up of the financial provision is given in statement 1. During this period, for undertaking a survey of the block and for agricultural extension work, provision is made for a Block Development Officer, an Agricultural Extension Officer and 5 fully trained Gram Sevaks for each block. This staff is to be absorbed later in the staffing pattern for the block when it enters Stage I.

Before a Pre-Extension Block is upgraded to Stage I, certain norms of self-help and self-reliance should be applied to judge whether the block is fit for being upgraded*. These criteria may relate to the formulation of the Five Year Plans, preparation of village agricultural production plans, the extent of people's participation and contribution that might be forthcoming for the programme.

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*Ministry of C. D. & C's letters Nos. 30 (27)/58-PC(Bd), dated 21-6-1960 and 20-8-1960.

(2) Stage I Blocks

Stage I will normally be for 5 years with a budget provision of Rs. 12 lakhs. The schematic budget for a Stage I Block as revised in the light of the recommendations of the Srinagar Conference (statement 2) has four major groups. Group I relates to Block Headquarters expenditure. Group II concerns agricultural development including animal husbandry and fisheries, minor irrigation and land improvement. Group III consists of rural arts, crafts and industries and Group IV deals with the amenities programme and includes items of health and rural sanitation, education, social education, communications and housing for project staff and rural housing. A sum of Rs. 4.50 lakhs has been provided for programmes under Group II against a total provision of Rs. 3.90 lakhs under the corresponding heads in the schematic budget for the Second Plan period. This increased provision is to be met by making suitable reductions from the provisions under Group I and/or IV. The exact amount by which each head and sub-head is to be reduced should be decided by the Panchayat Samiti/Block Development Committee, depending on the local conditions. Where there is scope for reduction from Group I, the exact quantum may be indicated by the State Governments to the Panchayat Samitis/B.D.Cs. While making reduction from Group I it should be ensured that this will not result in any deviation from the approved staffing pattern and that the overall ceiling of centre's share for "other than loan" expenditure is not exceeded. Diversions *to* Group I and diversions *from* Groups II and III are *not* permissible.

For deciding the quantum of funds that should be released annually to the Stage I Blocks, certain criteria of self-help and self-reliance have to be laid down by the State Governments. These criteria will also apply to Stage II Blocks. Among the items which could be considered for this purpose are :—

Agricultural Production

(i) Utilisation of existing irrigation facilities.

(ii) Maintenance of irrigation works, including silt clearance.

(iii) Adoption of improved cultural facilities.

(iv) Utilisation of rural compost and green manure.

(v) Soil conservation, contour bunding.

(vi) Field ridging.

(vii) Cooperation.

(a) Increase in the number of membership of Cooperative Societies.

(b) Increase in the share capital and deposits of Cooperative Societies.

(c) Extent to which agricultural produce is marketed through Cooperatives.

Amenities

(i) Village sanitation.

(ii) Drinking water supply.

(iii) Communications.

(iv) Education.

(a) Increase in the number of school-going children.

(b) Increase in the number of girls attending schools.

(c) Increase in the number of children from backward and scheduled classes and scheduled tribes attending schools.

While the exact criteria and the weightage to be given to each of them in any particular area have to be prescribed by the State Governments taking into consideration the conditions and the stage of development in the different regions, the fundamental test should relate to the increase actually secured in agricultural production. The performances of the blocks based on these criteria may be assessed by evaluation committees at the district level set up by the Zila Parishads or the District Development Committees. The Blocks in the district may be ranked according to their performances in the preceding year and the quantum of funds to be released by the State Government may be decided on the basis of the rankings. Before releasing funds, a standard of minimum performance, which may again vary from area to area, should be insisted upon, the minimum standards being progressively raised from year to year for the block. This procedure may involve a prolongation of the life of the blocks for different periods, depending on their performances.

The Stage I period could be extended up to one year or more with the concurrence of the Central Ministry, if there are appreciable unspent balances both under loan and non-loan items, from the Stage I budget. In the alternative, the Stage I block may be converted to Stage II, with the Central Ministry's permission for the utilisation of Stage II funds along with the unspent balances of Stage I funds. In this case the unspent Stage I funds, subject to a maximum of Rs. 2 lakhs, should be spent within the first year of Stage II.

(3) Stage II Blocks

Stage II Blocks will usually have a period of 5 years with a budget provision of Rs. 5 lakhs (statement 3). While this amount is to be spent evenly at the rate of Rs. 1 lakh per year, it is not intended that the provision under each head should be divided into 5 equal parts.

The release of funds annually in Stage II will also be subject to the prescribed norms of self-help and self-reliance. If in any Stage II Block, for unavoidable reasons, the annual allocations could not be spent within that year, the carryover to the following year of the unspent balances up to 20 per cent of the annual allocation, subject to a maximum of Rs. 20,000 is permitted.

(4) Post-Stage II Blocks

By the time a block completes Stage II, it would have become the permanent unit of planning and development particularly in those areas where Panchayati Raj has been introduced. The system of channelising developmental expenditure through the block agency will also have been well established. In those areas where this has not been achieved substantially

before the expiry of the Stage II period, the State Government should provide Post-Stage II Blocks with a minimum sum of Rs. 1 lakh each annually from the State's own plan and non-plan allocations under various heads like Agriculture, Animal Husbandry etc., so that the developmental activities may continue in these blocks at least on the same scale as in Stage II. The position of Post-Stage II Blocks may also be mentioned specially in the annual plans of the States to ensure that attention is focussed on the needs of such blocks. The staffing pattern obtaining in Stage II period should be continued even after the completion of Stage II. The staff in the blocks should be made permanent. The above measures were agreed upon in the State Ministers' Conference held in Hyderabad in July, 1961.

(5) Public contributions for the programme

The financial provisions made for the C.D. Blocks constitute nucleus funds which are to be supplemented by voluntary contributions from the public in cash, kind and labour. While no rigid percentages of the minimum public contribution for the various types of programmes can be laid down for the country as a whole, the State Governments may indicate the minima for the various regions in the States, taking into consideration the local conditions. While doing so it should be ensured that for similar developmental programmes, the same amount of public contribution is enjoined irrespective of the Department from which the funds are derived.

(6) Delimitation of blocks and phasing

The country has been delimited into 5222½ blocks to be opened by October, 1963. This number may need revision as a result of adjustments due to the opening of 300 Tribal Development Blocks during the Third Plan.

The phasing and outlays in respect of these blocks are shown in statements 4 to 6.

Statement 1

Schematic Budget for the Pre-Extension period of one year

	Estimated Cost Rs.
I PERSONNEL	
One Block Development Officer @ Rs. 300 p.m.	3,600
One Agricultural Extension Officer @ Rs. 200 p.m.	2,400
Five Gram Sevaks @ Rs. 100 p.m.	6,000
One Office Clerk-Typist @ Rs. 75 p.m.	900
One Class IV employee @ Rs. 50 p.m.	600
Office furniture & fittings including one type-writer	1,500
Rent for office @ Rs. 50 p.m.	600
T.A. for staff and contingencies @ Rs. 100 p.m.	1,200
II. Lumpsum provision for Agricultural demonstrations etc.	2,000
TOTAL ..	18,800

The expenditure incurred during the pre-extension stage will be adjusted against the budget provision for the stage I period, after the P. E. block is converted into stage I.

STATEMENT 2

Schematic Budget for a block during the first Stage of Five Years with a ceiling of Rs. 12·00 lakhs. (This Budget is intended only as a guide and is to be adjusted according to local conditions).

(In lakhs of rupees)

Group	Heads	Total	Recurring	Non-recurring	Loan	Other than loan
(1)	(2)	(3)	(4)	(5)	(6)	(7)
I.	**BLOCK HEADQUARTERS** ..	**3·15**	**2·60**	**0·55**	—	**3·15**
	(*a*) Personnel (Details in statement 2-A)	2·60	2·60	—	—	2·60
	(*b*) Transport (1 Jeep)	0·15	—	0·15	—	0·15
	(*c*) Office equipment, furniture etc.	0·15	—	0·15	—	0·15
	(*d*) Project office, Seed Store, Information centre etc.	0·25	—	0·25	—	0·25
II.	**AGRICULTURAL DEVELOPMENT** including Animal Husbandry & Fisheries, Minor Irrigation & Land Improvement	**4·50**	—	**4·50**	**3·00**	**1·50**
III.	**RURAL ARTS, CRAFTS & INDUSTRIES**	**0·65**	**0·25**	**0·40**	—	**0·65**
IV.	**AMENITIES**	**4·30**	**0·75**	**3·55**	**1·00**	**3·30**
	(A) Health & Rural Sanitation ..	*1·15*	*0·20*	*0·95*	—	*1·15*
	(1) (*a*) Dispensary-Recurring expenditure	0·20	0·20	—	—	0·20
	(*b*) Dispensary building ..	0·10	—	0·10	—	0·10
	(*c*) Dispensary equipment ..	0·10	—	0·10	—	0·10
	(2) Drinking Water Supply ..	0·50	—	0·50	—	0·50
	(3) Drainage and Sanitation ..	0·25	—	0·25	—	0·25
	(B) Education	*0·60*	*0·15*	*0·45*	—	*0·60*
	(C) Social Education (Including Audiovisual Aids and Women, Youth and Children's Programme)	*0·70*	*0·40*	*0·30*	—	*0·70*
	(D) Communications	*0·85*	—	*0·85*	—	*0·85*
	(E) Housing for Project Staff & Rural Housing	*1·00*	—	*1·00*	*1·00*	—
		12·60	3·60	9·00	4·00	8·60
	Less Rs. 60,000 from Group I & IV* ..	0·60	—	0·60	—	0·60
	GRAND TOTAL ..	**12·00**	**3·60**	**8·40**	**4·00**	**8·00**

*Reduction of the amount to be made from Groups I and IV for augmentation of Group II.

Analysis of Cost:—

(*i*)	Cost of one Development Block for 5 years	Rs. 12·00 lakhs
(*ii*)	*Share of Centre*: 75 % of Non-recurring non-loan expenditure 50% of recurring expenditure plus 100% of loans	9·10 lakhs

(*iii*) *Share of State Government:* 25 per cent of Non-recurring non-loan expenditure and 50 per cent of recurring expenditure .. Rs. 2·90 lakhs

NOTE:—

1. For an illustrative list of the items that could be taken up under the different heads, please see the Appendix at the end.
2. "Agricultural Development" is used in the wider sense and all schemes like contour bunding, raising of village forests, horticultural and arboricultural work are included in its purview.
3. A minimum sum of Rs. 3 lakhs under Group II should be earmarked for Minor Irrigation, except where this is not necessary or desirable due to local conditions.
4. Diversion of funds to *Group I* and diversion of funds from *Groups II and III* are not permissible.
5. The allocations under the various sub-heads under Group IV could be reappropriated depending on the needs of the local area, ensuring, however, that the multi-purpose nature of the programme is not impaired.
6. Pooling of the provision under "Block Headquarters" in all the Stage I and Stage II Blocks in the State as a whole is permitted. Similar pooling of the provision under "Housing for project staff and rural housing" is allowed for only the Stage I Blocks in the State (For details please see the summaries of circulars at pages 82 to 89).

Statement 2—A

Staffing pattern for a Block during the first Stage

Particulars of staff	Estimated cost per month inclusive of dearness allowance	Cost for 5 years
(1)	(2)	(3)
	Rs.	Rs.
1 Block Development Officer	300	18,000
8 Extension Officers *viz.* 1 each for Agriculture, Animal Husbandry*, Cooperation, Panchayats, Rural Industries † Rural Engineering (Overseer), Social Education and Programme for Women and Children		
10 Gram Sevaks	200 each	84,000
2 Gram Sevikas	100 each	60,000
1 Progress Assistant	100 each	12,000
1 Accountant-*cum*-Storekeeper	125	7,500
1 Senior Clerk	150	9,000
1 Cashier	125	7,500
1 Typist	100	6,000
4 Class IV employees	75	4,500
2 Stockmen (Veterinary)	50 each	12,000
2 Messengers (Veterinary)	90 each	10,800
1 Medical Officer	50 each	6,000
1 Compounder	300	18,000
1 Sanitary Inspector	100	6,000
1 Lady Health Visitor	125	7,500
4 Midwives	150	9,000
2 Sweepers	90 each	21,600
Maintenance of Jeep including pay of Driver	50 each	6,000
T.A. and recurring expenditure on petrol, stationery, postage, contingencies etc., (including conveyance allowance for field workers)	300	18,000
	1,000	60,000
Total ..		3,83,400
Deduct cost of staff assumed to exist already @ Rs. 11,263, per annum		(—)56,300
		3,27,100
Less : Committed expenditure on staff (according to the old NES pattern) for the last 2 years of the first stage, which is to be met by the State Governments from their normal Revenue Budget		(—)66,700
Net expenditure chargeable to Block Budget		2,60,400
say ..		2·60 lakhs

*The Extension Officer (Animal Husbandry) should be in addition to the veterinary doctor at the dispensary.

† The cost of 1 Extension Officer (Rural Industries) will be borne by the Ministry of Commerce and Industry and State Governments on the basis of 50:50. The sanction of this post will be automatic as part of the sanction for the entire staffing pattern with the allotment of a block.

NOTE.—(1) Besides the eight Extension Officers mentioned above, Extension Officers for Fisheries and Horticulture may also be appointed, where necessary, without exceeding the pooled provision for expenditure on block personnel for the State as a whole.

(2) There is no provision for pay and allowances of the medical and health staff as well as veterinary staff in the Stage II budget. The expenditure on account of pay and allowances of such staff will, on the expiry of Stage I, be met from the departmental budget of the State Government.

STATEMENT 3

Schematic Budget for a Block during the second stage of five years with a ceiling of Rs. 5 Lakhs. (This budget is intended only as a guide and is to be adjusted according to local conditions)

(In lakhs of rupees)

Group	Heads	Total	Recurring	Non-Recurring	Loan	Other than loan
(1)	(2)	(3)	(4)	(5)	(6)	(7)
I.	**BLOCK HEADQUARTERS**	**0·85**	**0·70**	**0·15**	—	**0·85**
	(*a*) Personnel (Details in Statement 3-A)	0·70	0·70	—	—	0·70
	(*b*) Transport (1 Jeep) ..	0·15	—	0·15	—	0·15
II.	**AGRICULTURAL DEVELOPMENT** including Animal Husbandry and Fisheries, Minor Irrigation & Land Improvement ..	**1·35**	—	**1·35**	**0·75**	**0·60**
III.	**RURAL ARTS, CRAFTS & INDUSTRIES**	**0·50**	**0·10**	**0·40**	—	**0·50**
IV.	**AMENITIES**	**2·30**	**0·35**	**1·95**	**0·30**	**2·00**
	(*A*) Health & Rural Sanitation	0·50	—	0·50	—	0·50
	(*B*) Education	0·50	—	0·50	—	0·50
	(*C*) Social Education (including Audio-visual aids) ..	0·50	0·35	0·15	—	0·50
	(*D*) Communications ..	0·50	—	0·50	—	0·50
	(*E*) Rural Housing	0·30	—	0·30	0·30	—
	GRAND TOTAL ..	**5·00**	**1·15**	**3·85**	**1·05**	**3·95**

Analysis of Cost :

	Rs.
(*i*) Cost of one Development Block for 5 years	5 lakhs
(*ii*) Share of Centre : 50 per cent of non-loan recurring expenditure, 75 per cent of non-loan non-recurring expenditure and 100 per cent of loans	3·73 lakhs
(*iii*) Share of State Government : 50 per cent of non-loan recurring expenditure and 25 per cent of non-loan non-recurring expenditure	1·27 lakhs

NOTE:—(*i*) For an illustrative list of the items that could be taken up under the different Heads, please see Appendix at the end.

(*ii*) Pooling of the provision under 'Block Headquarters' in all Stage I and Stage II Blocks in the State as a whole is permitted (For details please see summaries of circulars at pp. 82 to 89).

STATEMENT 3—A

Staffing pattern for a Block during the Second Stage

Particulars of staff	Estimated cost per month inclusive of dearness allowance	Cost for 5 years
(1)	(2)	(3)
	Rs.	Rs.
1 Block Development Officer	300	18,000
8 Extension Officers *viz.*, 1 each for Agriculture, Animal Husbandry*, Cooperation, Panchayats, Rural Industries †, Rural Engineering (Overseer), Social Education and Programme for Women and children	200 each	84,000
10 Gram Sevaks	100 each	60,000
2 Gram Sevikas	100 each	12,000
1 Progress Assistant	125	7,500
1 Accountant-*cum*-Storekeeper	150	9,000
1 Senior Clerk	125	7,500
1 Cashier	100	6,000
1 Typist	75	4,500
4 Class IV employees	50 each	12,000
Maintenance of jeep including pay of driver	300	18,000
T.A. and recurring expenditure on petrol, stationery, postage, contingencies etc. (including conveyance allowance for field workers)	900	54,000
TOTAL ..		2,92,500
Deduct cost of staff assumed to exist already at the rate of Rs. 11,263 per annum		(—)56,300
		2,36,200
Less committed expenditure on staff on old NES pattern during the entire period of the Second Stage of the Development Blocks which is to be met by the State Governments from their normal revenue budget		(—)1,66,700
Net expenditure chargeable to Block Budget		69,500
Say ..		70,000

*The Extension Officer (Animal Husbandry) should be in addition to the veterinary doctor at the dispensary.

† The cost of 1 Extension Officer (Rural Industries) will be borne by Ministry of Commerce and Industry and State Governments on the basis of 50:50. The sanction to this post will be automatic as part of the sanction for the entire staffing pattern with the allotment of a block.

NOTE.—(1) Besides the eight Extension Officers mentioned above, Extension Officers for Fisheries and Horticulture may also be appointed, where necessary, without exceeding the pooled provision for expenditure on block personnel for the State as a whole.

(2) The medical and health staff and the veterinary staff posted during the stage I period should be continued in the stage II also. The pay and allowances of this staff are to be met from the concerned departmental budgets of the State Governments.

Statement 4

Overall Phasing of stage I Blocks during the Third Plan

April, 1961	232
October, 1961	238
April, 1962	312
October, 1962	349
April, 1963	405
October, 1963	377½
Total	1913½
No. of blocks allotted by the end of 1960	3,137
No. of blocks to be allotted by way of marginal adjustment	172
Total	3309
Grand Total	5,222½

N.B.—These figures are provisional and subject to adjustment after the actual delimitation of 328 Tribal Development Blocks to be taken up during the Third Plan period.

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STATEMENT 5

State-wise phasing of stage I Blocks during the Third Plan

STATE	Total No. of blocks required (Tentative)	Total No. of blocks already allotted up to end of 1960	Number of blocks to be allotted in: Apr. 61	Oct. 61	Apr. 62	Oct. 62	Apr. 63	Oct. 63	No. of blocks reserved by way of marginal adjustment in the 3rd Plan Period
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1. Andhra Pradesh ..	445	283	22	21	26	26	32	32	3
2. Assam	160	84	—	12	—	16	12	12	24
3. Bihar	575	355	29	29	35	35	46	46	—
4. Gujarat	224	129½	8½	12	13	13	19	19	10
5. Jammu & Kashmir	52	52	—	—	—	—	—	—	—
6. Kerala	142	87	7	7	8	8	10	11	4
7. Madhya Pradesh	416	262	17	19	22	22	29	29	16
8. Madras	375	222	16	16	32	32	27	28	2
9. Maharashtra ..	425	248	24½	22	38	41	36	15½	—
10. Mysore	268	164	12	12	16	14	20	20	10
11. Orissa	307	178	16	16	18	18	25	25	11
12. Punjab	228	153	9	9	11	11	15	14	6
13. Rajasthan ..	232	139	10	10	12	12	17	17	15
14. Uttar Pradesh ..	899	518	46	46	56	56	74	74	29
15. West Bengal ..	341	175	15	—	19	41	30	30	31**
16. Delhi	5	5	—	—	—	—	—	—	—
17. Himachal Pradesh	37	30	—	—	2	2	1	2	—
18. Manipur ..	16	10	—	1	—	1	1	1	2
19. Tripura	15	9	—	2	—	1	1	1	1
20. N.E.F.A. ..	37	19	—	2	4	—	6	—	6
21. Nagaland ..	15	9	—	2	—	—	4	—	—
22. Pondicherry ..	3½	3½	—	—	—	—	—	—	—
23. A. & N. Islands ..	5	2	—	—	—	—	—	1	2
TOTAL ..	5222½	3,137*	232	238	312	349	405	377½	172

*Includes some marginal blocks allotted to Maharashtra, Madras etc.

**Includes backlog of blocks not taken up in the year 1961.

N.B.—These figures are provisional and subject to adjustment after the actual delimitation of 328 Tribal Development Blocks to be taken up during the Third Plan period.

STATEMENT 6

State-wise Break-up of the Outlay on the Community Development Programme during the Third Plan

(Rupees in lakhs)

Sl. No	Name of States/Union Territories	Expenditure during the First Plan period	Over-all outlay for the Second Plan period on the basis of annual outlays	Expenditure during the Second Plan period	Outlay for the Third Plan period
(1)	(2)	(3)	(4)	(5)	(6)
1.	Andhra Pradesh	286	1,625	1,560	2,550
2.	Assam	229	526	525	835
3.	Bihar	367	2,266	2,130	3,500
4.	Gujarat	595	2,596	1,509	1,367
5.	Maharashtra			2,462	2,400
6.	Kerala	92	489	484	805
7.	Madhya Pradesh	521	1,506	1,675	2,250
8.	Madras	283	1,253	1,365	2,036
9.	Mysore	73	999	1,033	1,535
10.	Orissa	209	1,109	942	1,750
11.	Punjab	458	910	817	1,230
12.	Rajasthan	214	900	1,109	1,200
13.	Uttar Pradesh	857	3,116	2,717	5,167
14.	West Bengal	247	1,213	741	1,239
15.	Jammu & Kashmir	31	416	333	325
16.	Union Territories	136	532	464*	578
	TOTAL ..	4,598	19,456	19,866	28,767

*Estimated Expenditure.

CHAPTER II

THE BLOCK AS THE UNIT OF PLANNING AND DEVELOPMENT IN PANCHAYATI RAJ

The schematic budget of Rs. 12 lakhs in Stage I and Rs. 5 lakhs in Stage II is meant as a nucleus to ensure at least a minimum progress in all parts of the country. This has to be supplemented by the other funds allotted by Government to the various development Departments, besides local contributions. A complementary scheme of budgeting is therefore called for. This implies that the State Governments will also prepare all their departmental budgets Block-wise, taking into account the conditions in each block. Allied to this is the necessity for planning from below which will reflect not the *a priori* targets fixed from above, but the needs and aspirations of the local areas themselves viewed in the context of their own resources and what the Government can provide. The block thus has to function and be treated as the primary effective unit of Planning and Development. (*See* annexure at page 16).

Such a planned development in any appreciable measure can be achieved only if the latent energies of the people are liberated to revivify the village communities so that local leaderships may spring up and take charge of rural development themselves. The climate for this will best be formed if development is placed in the hands of the local people after appropriate local bodies are set up for the purpose.

In 1957 the Balwantrai Mehta Committee recommended the setting up of three-tier institutions for this purpose at District, Block and Village levels. In January, 1958, the National Development Council approved this. Many States have already set up these institutions and the others are in the process of doing so.

The intention is not merely that these institutions will operate the limited C.D. funds but also all moneys spent by the different Government Departments within their jurisdiction. They will also have powers to levy their own taxes and rates and utilise local resources fully for development. The Village Panchayats may directly execute schemes within their competence and the higher bodies will supervise and guide, but it is the Block which will be the first effective unit for Planning and Development, for assessing local resources and potentialities supplemented by outside aid, laying down priorities for different schemes with the responsibility to execute them.

Panchayati Raj, therefore, emerges from the twin-necessity of having to plan all development activities from below and having to entrust such planning to the local people themselves.

ANNEXURE TO CHAPTER II

A NOTE ON THE PREPARATION OF ANNUAL PLANS AT THE DISTRICT AND BLOCK LEVELS.*

1. Introduction

For the effective implementation of the Third Five Year Plan, it will be necessary that annual plans are prepared at the district and block levels. These plans should be prepared by the Zila Parishads and Panchayat Samitis where Panchayati Raj has been introduced or by the Block Development Committees/District Development Committees. In the absence of these bodies, the State Governments may designate the authority responsible for this work.

2. Tentative indication of allotments

For the purpose of preparing the annual plans, the State Governments should, well in advance before preparing the States' annual plans, indicate to the districts and the blocks the tentative outlays proposed in their respective areas under the various heads, and the financial and other assistance that may be expected. The minimum local contributions that should be obtained for the various schemes and the special local problems to be taken into account while formulating the plans, should also be indicated by the State Governments.

3. District Plans

The District Plan will include all the Block plans as well as such items which pertain to more than one Block and hence cannot appropriately form part of any single Block's plan. The District Plans will form the basis for the State's annual plan and after the State's plan is finalised, the District and Block Plans should be revised on the basis of the final allocations and outlays.

4. Scope of the Block Plans

The Block plan will include all economic and social activities undertaken within the block which call for (a) planning initiated locally at the block and the village levels, and (b) coordination with the plans of Government and other agencies which are implemented within the block. Some specific types of activities which fall within the block plan are :

(i) Items included in the schematic budget of the C.D. Block. These pertain to agriculture, animal husbandry, extension and demonstration, irrigation and reclamation, health and sanitation, education, social education (including youth and children's programme), communications and rural arts, crafts and industries.

(ii) Items included in the budgets of different Departments which could be assigned to or executed through the block organisation.

*Based on letter No. PC (P)1 (3)/60, dated 25/5/1960 of the Planning Commission and letter No. 2(2)/60—CDN, dated 22/7/60 of the Ministry of CD&C.

The Development Departments should make increasing use of the block organisation for carrying out different schemes for which financial provision is made in their respective budgets. Special mention may be made of such works as minor irrigation, soil conservation, construction of roads, primary education and local development works etc.

(iii) Works undertaken by the local community or by beneficiaries to discharge their statutory obligations.
These obligations concern in particular the construction and maintenance of field channels for major and medium irrigation schemes, maintenance of minor irrigation works and contour bunding and soil conservation.

(iv) Activities undertaken by the Block organisation to secure larger contribution from the local community in development schemes. The object of these activities is that each area should strive to achieve the maximum benefits from programmes undertaken within the block by different Departments. Schemes for enabling the village communities to build up remunerative assets will also fall within this category.

(v) Works projects undertaken within the block, which involve the use of unskilled and semi-skilled labour.
Irrigation and other construction programmes which come under this category should, as far as possible, be undertaken in close cooperation with the Block organisation and with the help of the labour cooperatives.

5. Financial statement for the Block

This will consist of two parts:

(*a*) Receipts

(*b*) Expenditure

Receipts will comprise of

(*i*) Financial provision under the C.D. schematic budget ;

(*ii*) Financial provisions drawn from the departmental budgets for items to be executed through the block organisation ;

(*iii*) Resources raised by the Panchayat Samitis under powers conferred by legislation including statutory grants, like, land revenue, cess etc.; and

(*iv*) Estimated value of public contributions in labour and/or money or in kind expected to be secured for activities included within the block plan. Where a work is carried out on individual basis *i.e.*, when loan and/or subsidy is given to an agriculturist to sink a well, the value of the effort made by the agriculturist will not be included in the receipts. Where, however, a work is undertaken directly by Panchayat or the Panchayat Samiti or the Block and a part of the total expenditure is to be met by public contribution, this should be included in the receipts.

The expenditure side of the financial statement will have provision corresponding to those described above under receipts. This may consist

of two parts—Part I of the minimum programme of the block based on the actual expenditure during the previous years and the estimated expenditure for the current year for the staff and committed expenditure on maintenance of works under progress, and part II new schemes proposed to be executed.

6. Proforma and time-schedules

The proforma for these plans and the time-schedules for their preparation should be prescribed by the State Governments. Relevant extracts of the Block Plans relating to each Development Department have to be sent to the Controlling Officers so that these could be taken into account by them while forwarding their Plan proposals to Government.

7. Powers for drawing and disbursing of funds

For the smooth functioning of this scheme, the B.D.O. must be the drawing and disbursing officer, since responsibility for execution is assigned to the block organisation. Subject to guidance and supervision by the Government, the ultimate responsibility for the implementation of the development programme should be progressively transferred to the Block Development Committee or the Panchayat Samiti.

CHAPTER III

PROGRAMMES TO SUIT SPECIAL AREAS

III (1) Introduction

The Community Development Programme, as it stands today, is the evolutionary outcome of a large number of trials and experiments carried out in the field for many years. It was never intended to serve as a rigid pattern of development to be adopted in every area irrespective of the varying local conditions and needs. The Programme for each block has to be worked out on the basis of the desires and aspirations of the local people and their requirements within the limitations of the schematic budget and local contributions. The budget, therefore, has a large measure of flexibility and full discretion has been given to the States and the Panchayat Samitis/Block Development Committees to reappropriate funds and make variations to suit local needs subject only to the fulfilment of national priorities.

If the Community Development Programme is not to take on the character of a uniform pattern imposed on all areas, it follows that there should be different programmes to suit the different geographical, climatic, ecological and cultural conditions prevailing in the country. The special problems of different areas like tribal, hilly, and dry areas have to be borne in mind.

On the basis of physical conditions and special problems these special areas may be identified as follows:—

(i) Coastal areas

(ii) Desert and dry areas

(iii) Hilly areas

(iv) Tribal areas

(v) Blocks near big cities and towns.

The actual pattern for the various physical regions can be evolved only at the local level bearing in mind the special requirements of each area. With the formation of Panchayati Raj institutions to take charge of the development programme at local levels, the danger of standardization of the block programmes in the country is receding to the background. Some suggestions are, however, offered in the following paragraphs to serve as a basis for the evolution of appropriate programmes best suited to the needs of different areas. The suggestions are only illustrative.

In the field of Education it may obviously be not possible to adopt any distinct classification of areas as the problems are more or less the same all over the country. Some difficulty may also be experienced in relation to Social Education and Women's and Children's Programmes but a broad outline has also been indicated in this Chapter for drawing up the programmes in these two spheres. The cast might look similar but

the contents have to be varied by a change in priorities and emphasis. In the matter of education, the areas which are more backward should receive special attention. It is not enough merely to open more schools in the backward areas. Due to poverty and other socio-economic reasons, parents are reluctant to send their children to school. The programme for education in these areas should, therefore, consist of special inducements and should be integrated with the life of the people. Education in these areas should also be built around traditional crafts practised by the people. The correlation of crafts and letters which is the essence of basic education, should form the corner-stone of their education. Grants towards mid-day meals, attendance scholarships, clothes, books and stationery can serve as inducements for increased attendance. Suggestions regarding the contents of the programme for each of the special areas in the fields of Agriculture, Animal Husbandry, Irrigation, Industries, Health, Social Education, and Women and Children's Programme are made only to enable the framing of definite programmes suited to the needs of these areas.

III (2) Coastal areas

(1) Agriculture

(a) *Soil conservation* : Most of the coastal areas receive comparatively heavy rainfall and, therefore, special soil conservation measures are necessary for preventing soil erosion as in the case of hilly areas.

(b) Propagation of commercial crops like coconut, arecanut, cashew-nut, pepper, ginger, turmeric, sea island cotton etc., with a view to strengthening the agriculture economy. Distribution of seeds and seedlings for these crops and introduction of improved methods of cultivation will be necessary.

(c) *Building up of soil fertility* : Non-alluvial coastal soils are heavily leached and have low productivity. They, therefore, need regular application of green manures and/or green leaves plucked from materials planted on the borders of fields. The liming of the soils will form an important item of the programme.

(d) The organisation of agricultural marketing societies for marketing the produce of commercial crops and for providing the necessary credit will be a pre-requisite.

(2) Irrigation

Coastal regions generally are areas of heavy rainfall and irrigation may not be so important as drainage and reclamation. More funds in such areas can, therefore, be spent on suitable embankments with sluices etc., in order to ensure proper drainage and soil conservation.

(3) Animal Husbandry

(a) *Poultry keeping* : The area is well suited for poultry keeping and schemes for developing poultry as private enterprise by providing liberal facilities and incentives for undertaking improved methods of breeding, feeding, control of disease and marketing of poultry and eggs should be encouraged.

(b) *Cattle breeding:* The inferior cattle in this area should be upgraded with bulls of well-defined breeds prescribed for the area. For this purpose, artificial insemination should be introduced extensively.

(c) *Goat breeding:* The exuberant vegetation of the coastal areas is conducive to the keeping and breeding of goats for milk. Goat breeding schemes, which should include large scale introduction of stud bucks of Malabar (Surthi) or other milch breeds, should be encouraged.

(d) *Mineral supplement:* Owing to heavy rains and the consequent leaching, there is depletion of minerals from the soils and the crops growing on them with the result that livestock of the region suffer from the ill-effects of mineral deficiencies. This may be overcome by including in the animal feeds, suitable mineral supplements which may be made locally if adequate subsidies are given.

(e) *Water treatment of paddy straw* : As rice is the most important crop of the area, paddy straw is the chief source of fodder. Chaffing of the straw and soaking it overnight in ordinary water will improve the nutritive value of the straw and minimise wastage. This should be practised.

(f) *Green Fodder* : As it is not customary to grow fodder crops in this region because of the dearth of land; cultivation of fodder trees like *Sesbania Grandiflora* as hedge plants, and the conservation of the commonly growing weed *Casia Tora* as silage should be popularised.

(4) Fisheries

India has a coast line of 3,535 miles along which many fishing villages are scattered. The conditions on the East coast differ vastly from those on the West coast and as such the problems faced by the fishermen on the two coasts are different.

The brackish water in the inlets and bays and continental shelf abounds in rich sources of fish and shell fish. These vast resources are not properly exploited due to the chronically backward condition of the coastal fishing community. The problem of the coastal fishermen is socio-economic. As such the development policy for these coastal fishing villages should be broad based. Some of the programmes significant to their welfare are highlighted below:—

(i) *Fish Culture.*

(a) Establishing of estuarine and marine fish farms for the culture of *Chanos Chanos* (milk fish) *Etropleas Suratensis* (pearl spot) and *Mugil Cephalus* (Mullet).

(b) Fresh water fish farms for introducing major carps in reservoirs and tanks and propagation of Tilapia in those areas of the West coast which are approved by the Ministry of Food and Agriculture.

(c) Paddy-cum-fish culture with prawns and carps in areas where there is scope.

(ii) *Fish Processing.*

(a) Provision of small fish curing yards, cleaning platforms, drying racks in fish curing yards.

(b) Establishing small ice plants of 1-2 ton capacity and small storage godowns for ice and iced fish.

(c) Assistance to fishermen for setting up small units for extraction and manufacture of crude fish oil, fish liver oil, fish meat, fish manure, shell grit, shell lime, agar-agar etc.

(d) Supply of cutting knives, baskets, boxes and gunny bags.

(e) Supply of salt at subsidised rates for curing fish.

(iii) *Fish marketing.*

(a) Godowns for storing dried fish.

(b) Approach roads from mooring places to fishing villages and to main roads. Cost of acquiring land for this purpose should be met by the State.

(c) Transport facilities for sending fish to markets.

(iv) *Fishing equipment.*

(a) Supply of yarn, twine, floats, sinkers, ropes, hooks, tanningbark and other necessities at subsidised rates.

(b) Supply at reasonable rates of catamaran logs (Var. Melia Composita) and timber for boat making.

(c) Setting up small fish net-making units in villages, providing part-time employment.

(d) Workshops for painting, repairing and maintenance of boat engines.

(e) Supply of sail cloth, ropes and bamboo poles.

(f) Providing first-aid kits to boats that put out to the sea.

(v) *Cooperation.*

(a) Loans for purchase of equipment, marketing of fish, improvements to housing and discharge of bad debts.

(b) Organising supply of fishing requisites and domestic requirements.

(c) Providing insurance against risks to life and accidents at sea.

(vi) *Other amenities.*

Construction of breakwaters, guiding lights and mooring areas for fishing boats.

(5) Cottage and Small-scale Industries

Other industries particularly suitable for these areas will be the following:—

(a) Fish traps and basket making.

(b) Manufacture of buttons, bangles, curios etc., from sea shells.

(c) Manufacture of fish meal and shell grit for poultry and fish manure for plantations.

(d) Establishment of straw board factories to utilise surplus rice straw.

(e) Manufacture of improved agricultural implements required for rice cultivation like inter-cultivators, threshers etc.

(f) Ambar spinning and utilising of yarn for weaving cloth and for making fishing nets.

(g) Hand pounding of rice.

(h) Salt manufacture.

(i) Coir mats, ropes etc.

(j) Manufacture of umbrellas.

(6) Health

(a) On account of the high level of the sub-soil water, soakage-pits have not proved to be very effective in these areas and arrangements will have to be made for adequate drainage. Sandy and humid soils and nearness of the sub-soil water are factors to be taken into consideration while planning for drinking water supply and sanitary latrines. The incidence of Hook-worm infestation is common in these areas and as such high priority has to be given to sanitary latrines and urinals.

(b) The question of health education must receive priority; in fact every field worker in these areas should be so trained as to become a potential health educator.

(c) It must be made clear that designs for sanitary latrines and urinals and wells etc., must be obtained from the Director of Health Services of the State concerned.

(d) In view of the scattered nature of the villages in these areas greater emphasis will have to be laid on the provision of rural medicine chests, so that ordinary medicines for common ailments are easily available. This would require satisfactory arrangements for refilling these chests.

(e) Training of untrained women doing domiciliary midwifery in these areas is another problem which should receive high priority.

(7) Women and Children's Programme

In these areas the men-folk are often out of their homes for the whole day and sometimes even for several days at a time. The woman, therefore, has to take up some of the responsibilities that the man of the family usually undertakes. The climate is wet and humid. Diseases like Malaria, Filaria, Leprosy and T.B. etc., are prevalent. Rice unsupplemented by enough vegetables, being the staple food, deficiency diseases are rampant. Therefore, a programme suitable for the life of the women living in these areas has to be in terms of their responsibilities as well as problems. The programme for mother and child care has to emphasise the need for better food, safe drinking water, prevention of some of the prevalent diseases such as sores or dysentery. The importance of clean food and water, storage and preservation of food and purification of water, the need for growing vegetables in a kitchen-garden and preservation of vegetables (such as by dehydrating) would be of much value for them.

2. Crafts such as making fish traps, baskets, fish nets, bangles and curios from sea shells, conches and fish bones would be of very great utility.

3. Productive leisure time occupations and special recreational programmes should be concentrated upon. The community should also be organised to look after the sick and the old and to help each other during the absence of the menfolk. Community recreation centres can easily be established in such parts since there is community feeling and cohesion. Literacy is also essential to make women self-reliant.

III (3) Desert and dry areas

(1) Agriculture

(a) Planting of shelter belts along all roads, tank-bunds, waste lands and groups of cultivated fields for serving as wind breaks and for preventing erosion.

(b) Adoption of dry farming practices for conserving moisture and soil bunding the fields and preparing them for absorbing the rain before the commencement of the rainy season. Planting of crops in lines and growing of mixed crops so that hazards of crop failures are reduced.

(c) Utilisation of improved agricultural implements for speeding up the preparation of the land, sowing and interculture as comparatively large areas have to be tackled by farmers who reside in dry areas.

(d) Planting of plants like *Ipomea Carnea* on bunds or borders of fields and preparation of compost pits for utilising the green matter produced by these plants.

(e) Adoption of irrigation methods which economise water, as water is scarce. Use of small beds for irrigation, use of straw and grass mulches for reducing the water losses and high level fertilisation to make the optimum use of available water.

(2) Irrigation

(a) The need for irrigation is the greatest in these areas and not only should the entire funds available under Minor Irrigation and Reclamation be spent on Minor Irrigation, but wherever possible, funds for this purpose should be diverted from other heads also.

(b) Where no other sources of perennial water supply for irrigation except wells are available, rainwater should be utilised for flooding the fields during the Monsoons for Rabi sowings. 'Medhbandi' should be encouraged in order to conserve moisture. Irrigation channels, wherever existing, should be lined as far as possible in order to minimise losses.

(3) Animal Husbandry

(a) Sheep breeding is by far the major livestock industry in the desert areas. Efforts should be concentrated on providing necessary incentives by way of special improved stud rams, facilities for treatment and prevention of ailments to which sheep are susceptible, construction of sheep shearing sheds and sheep dipping tanks, supply of improved shears and facilities for periodical shearing, grading and marketing of wool.

(b) Drinking water facilities should be provided for sheep as well as cattle by digging deep wells at convenient distances, as the present difficulties of obtaining water undermine the health and development of livestock.

(c) Camel being the most important beast of burden and perhaps the only means of transport in the desert areas, improvement of this animal by providing superior and selected stud males and/or subsidising their maintenance would be rewarding.

(d) Building up of fodder banks in suitable proximity and setting up of fodder resources in the desert areas to relieve the frequent fodder scarcity.

(e) Introduction of drought resistant grasses and bushes as fodder and for preventing wind erosion.

(f) Improvement of veterinary aid to animals by increasing the number of well-equipped veterinary dispensaries and providing adequate transport facilities.

(4) Cottage and Small-scale Industries

The following industries are particularly suggested for these areas :—

(a) Wool industry (generally coarse wool is available in desert areas like Rajasthan, which is used for making blankets, carpets etc.)

(b) Spinning and weaving including ambar.

(c) Tanning and leather goods manufacture.

(d) Chalks and Crayon manufacture.

(e) Lime burning.

(f) Village oil industry.

(g) Processing cereals.

(h) Ban and mudda making.

(i) Cloth printing.

(j) Jewellery-making.

(k) Bangles and beads.

(5) Health

High priority should be given to drinking water supply. The drainage problem in the desert areas is not acute. The designs of sanitary latrines and urinals will have to be of the bore-hole type. It would be necessary to arrange for some kind of mechanism to counteract the caving-in of the bore-hole. In some desert and coastal areas old empty drums have been utilised satisfactorily for this purpose.

(6) Women and Children's Programme

Since these are usually scarcity areas with regard to food and water, storage and saving of food and pure drinking water, growing fruit and vegetables wherever possible and preserving them are essential. Spinning of wool, weaving carpets, blankets and woollen clothing are essential items in the programme for women in these areas. Printing and dyeing of cloth and making rag dolls can also be recommended.

Women in these parts usually observe purdah and there is lack of communication with more progressive parts of India. Social Education

must concentrate on better methods of cooking, need for balanced diet, literacy programmes, proper washing of clothes, greater ventilation of houses, glass tiles over the ovens, smokeless chulahs etc. Prevention of sore eye and dysentery is also important in these areas. Promotion of girls' education must have high priority.

III (4) Hilly Areas

(1) Agriculture

The condition of the hilly areas will differ according to altitude. Such areas are characterised by scarcity of cultivable land and considerable soil erosion.

(a) Prevention of erosion : Adoption of various forms of terraces for cultivation. Provision of graded and grassed water courses, plugging of gullies, etc., for preventing erosion of productive soil.

(b) Development of horticulture : Since the land available per capita is small, it is necessary to popularise the growing of more profitable crops like fruits and vegetables. The programmes may provide for the establishment of nurseries and distribution of plants.

(c) Conservation of animal and human urine and excreta for improving the fertility of the land : The transport of fertilisers to hilly areas becomes very expensive and often impossible because of poor communications. It is, therefore, necessary to conserve all organic animal and human waste as well as unwanted vegetation, compost it and apply it to the soil for maintaining and improving its productivity.

(d) Organisation of agricultural marketing to secure the best price for the fruits and vegetables grown in the hills.

(e) Popularisation of fruit preservation and canning so that during the periods of glut, fruits and vegetables could be dried, preserved and canned. Peripatetic canning equipment can be utilised by the producers.

(f) Popularisation of secondary occupations, such as poultry and bee keeping, sericulture etc.

(2) Minor Irrigation

(a) The need for irrigation in hilly areas differs widely depending upon the rainfall. In hilly areas with heavy rainfall causing soil erosion, water for irrigation is not required in large quantities and funds under this head can usefully be diverted for (i) soil conservation by field terracing, and (ii) horticulture.

(b) In dry hilly areas, it may often be necessary to lift water for irrigation and a part of the funds may be utilised for supplying electric power for pumping water for irrigation in addition to soil conservation and horticulture.

(c) Irrigation channels in hilly areas should be lined as far as possible in order to minimise losses.

(3) Animal Husbandry

Conditions for Animal Husbandry are not similar in all hilly areas. For instance, the conditions obtaining in the heavy snow fall areas of the

Himalayan regions are different from those in the southern heavy rainfall regions of the Nilgiris range. In formulating Animal Husbandry Programmes, this should be taken into consideration.

(a) *Sheep Breeding*—Hilly areas are conducive to the propagation of superior wool bearing white sheep. Sheep breeding schemes should, therefore, be taken up on a large scale by providing facilities for the distribution of a large number of improved stud rams, introduction of artificial insemination with a view to extending the usefulness of the available stud rams, periodical shearing, breeding and marketing of wool, treatment and prevention of sheep ailments, formation of sheep breeders' associations. etc.

(b) Improvement of inferior hill cattle by crossing local cows with the superior breeds prescribed for the region and where grazing and feeds present no difficulty, introduction of exotic breeds like jersy for crossing them.

(c) Conservation of hill grass as hay for animals during the lean months.

(d) As ponies and mules are important beasts of burden in the hills, keeping hill ponies as well as donkeys for stud purposes should be encouraged, the veterinary dispensaries being preferred for this purpose wherever possible and by giving liberal subsidies to private individuals.

(e) The yak being the only beast of burden that can thrive in hilly regions over 8,000 ft., the maintenance of yak breeding bulls and their hybridisation with hill cattle of lower regions may be encouraged through liberal subsidies or grants.

(f) Considering the difficult nature of the terrain, veterinary aid should be provided liberally in this region by opening more veterinary dispensaries and establishing mobile units.

(g) *Poultry keeping*—Hill areas are well suited for poultry farming and bee keeping. Private individuals should be encouraged to keep poultry by liberal subsidies and by creating marketing facilities for their products.

(4) Fisheries

The streams in the hilly areas are not generally well suited for the development of fisheries. Some of the lakes in the hilly areas are difficult to exploit. But a few of the newly formed minor irrigation tanks could be developed and exploited to increase fish production in the area. Taking into consideration the various ecological and hydrobiological factors obtaining in the various regions of the hilly areas, the types of fishes that could be reared at various elevations are suggested below:—

(a) Areas above 4,000 ft.

Rainbow trout

Brown trout

The Tench (Tinca Tinca).

These fishes are being cultured in the Kashmir and Ooty hills. Wherever possible hatcheries or farms of 1-2 acres in area should be established for rearing and breeding of these fishes. Streams and lakes may be stocked with fingerlings of these varieties.

(b) areas below 2,000-4,000 feet.

Mirror carp (Cyprinus Carpio, Var Specularis) is suitable for stocking in ponds and lakes. Some of the major carps like Catla, Rohu and Mrigal may also be introduced in tanks, reservoirs and ponds. Fish fry rearing farms should be established for this purpose.

(c) areas between 1,000-2,000 feet.

Major carps like Catla, Rohu and Mrigal are suitable. Tilapia may be introduced in those areas that are permitted by the Ministry of Food and Agriculture.

(5) Cottage and Small-scale Industries

The following industries can be promoted in hilly areas:—

(a) Bee keeping.
(b) Collection of minor forest produce and processing such as extraction of non-edible oil, fibre for making ropes, lemon grass oil, Katha and Kutch from Khair tree, etc.
(c) Soap making from non-edible oils.
(d) Fruits and vegetable preservation.
(e) Silk industry.
(f) Timber work and saw mlils.
(g) Extraction of medical herbs.
(h) Mats and basket making.
(i) Brushes of coir, wood fibre, etc.
(j) Lime burning.
(k) Tanning.
(l) Spinning and Weaving.
(m) Wool industry (where wool is locally avaliable).
(n) Manufacture of charcoal for sale in cities and towns.
(o) Wood carvings.

(6) Health

In a number of hilly areas there are natural springs and efforts should
be made to construct small cement tanks to supply water by pipes. Water
so collected in these tanks must be periodically examined bacteriologically.
The construction of latrines and urinals in the hilly areas has always been
difficult but trench latrines with movable seats can be recommended. The
trench should be covered with dry grass or dry garden refuse before use
and arrangements must be made to provide earth for the users, so that after
use the excreta is covered up with earth. The final disposal of excreta
must be carefully planned; in no case should it be thrown in the 'Khad'
because during rains, in particular, it results in polluting the streams, spread-
ing disease. Paving of village lanes may not be so necessary as construc-
tion of steps to go up to the villages.

(7) Women and Children's Programme

People in the hills have to put up with extreme cold. They live in small groups, scattered and separated by difficult terrains. Any programme for the people in these areas has to lay emphasis on self-sufficiency, fulfilling the minimum of basic needs of life. In women's programme, a great deal of attention will have to be paid to health and maternity.

In the field of textiles their craftsmanship is often artistic like the Phulkari in the Punjab, Patch work in Kangra hills, embroidery, weaving and designing in Assam and Naga Hills. Women's programme should encourage these traditional arts and crafts and help with marketing facilities. The aim should be to improve the conditions in which they work and the tools and equipment with which they work. But such improvements will have to be done under expert guidance.

Lack of adequate medical facilities, long distances and difficult terrains make it impossible for maternity services to be within easy reach. This makes it essential to have some of the local dais trained as auxiliary midwives.

Bee-keeping, cattle rearing, poultry keeping, wool spinning and weaving, fruit and flower growing are remunerative occupations in these areas, for which education has to be imparted to promote scientific methods.

III (5) Tribal Areas

Need to Adopt Proper Approach to Tribal Welfare

It is necessary to introduce the programme of development among the tribals in such a way as to promote their growth by their own efforts and by the efforts of the extension workers recognising (i) the totality of the community life of the tribals; (ii) the integrated life of the individual with the community; and (iii) the culture and tradition of the tribals, and their adaptability to change. If this approach for change through development is adopted, one has to begin with the standard of their existing life, and introduce the changes gradually in stages. The approach should also include identification with the tribal life, understanding their institutions and organisations, understanding the motivating factors leading to development programmes, avoiding a stereotyped approach and suggesting changes acceptable to them in terms of their own values after understanding their culture. The inevitably slow pace of development in the early stages has to be taken into account in planning the different stages of development. This emphasises the importance of being sensitive to the tribal life and their system of values.

Importance of Study of Tribal Culture

The development needs of particular tribal areas can be planned only after a study of the culture, traditions and practices of individual tribes. The programme, therefore, should give special emphasis to preliminary study and survey.

(a) *Study of the tribal culture*—Since the habits and ways of life of all tribes are not similar, it is necessary to make a specific study of the culture of the individual tribes for which the programme is developed. Wherever such studies have already been made they should be made available to the workers in the field. In addition special projects of studies need to be introduced in consultation with the various institutes of social anthropology. Pamphlets on cultural life of each of the tribes and the way in which the development programme can be introduced among them, also have to be published and circulated.

(b) *Survey*.—It is necessary to emphasise that in understanding the prevailing needs and resources and planning the programme of development in relation to them, survey is important. The survey may be of three types:

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(a) preliminary survey; (b) basic survey; and (c) special survey. The preliminary survey is of an elementary nature quickly carried out to find the total population and its distribution by age and sex and certain characteristics of physical environment, main features of seasons and climates, elementary data relating to the basic and supported economy of the village, the existing living standards, the nature of the social structure and the present state of health, education and welfare services. This elementary survey is being carried out, by and large, in most of the blocks. However, the programme is not always related to the findings of the survey. This requires to be done.

Basic survey should follow the preliminary survey and should include all general information regarding region, history, population, economy, social organisation and social life of the whole area. The survey should obtain vital particulars regarding each family and its individual members in the village community. The basic survey is to obtain comprehensive basic data of the families residing in the village, concerning their social and economic conditions; to develop an insight into the general social conditions, organisation and social problems of the village; to evaluate the social services available for the welfare of the community and to estimate their needs so that the programme for their development is related to their needs and meets with their support and sympathy.

Specific survey should be undertaken after the completion of the basic survey to study the method and processes for the development of plans of a more permanent character. This study should naturally deal with the specific problems in a village community. In addition, the survey should include detailed studies pertaining to physical environment, basic economy, social problems interfering with the economic development of the community and the problems of adjustment of the tribals to the development programme.

In proposing a series of surveys it is not the intention to imply that the development programme should be delayed till the survey is completed. The programme of survey is a continuous programme of understanding and should therefore be integrally woven with the development programme. It is also necessary to acknowledge that the V.L.W. and Extension Organisers can carry out the early preliminary survey only after having had some training in collecting statistics and having themselves become oriented to the culture and life of the tribals. Trained investigators will also be necessary for conducting the basic and special surveys. A selected number of trained workers should be employed for this purpose.

All the experiences gained from the study and survey has to be coordinated in the larger interests of the programme of tribal welfare. If this study and survey is attempted in a planned way and if the development programme is implemented as a result of these surveys and studies, the programme can assume an individual character in each block.

Staff

Before any programme can be developed effectively, suitable staff will have to be selected and given adequate training. Most of the workers in the Tribal Development Blocks are trained in their own subjects. All of them have not, however, received adequate training in the understanding of tribal life and culture. The Tribal Welfare Departments of the various

States having adequate facilities of technical personnel in tribal work, should undertake in-service-training for their workers.

The staffing pattern for the Tribal Development Blocks during the Third Plan period is under the consideration of the Government of India and a decision is likely to be taken shortly.

Programme

The Tribal Welfare Programme as pointed out above is required to be developed according to the specific needs of the tribals residing in these Blocks. This programme falls broadly into two categories:

(a) Programme of Tribal Welfare in the Tribal Development Blocks with a provision of Rs. 32 lakhs spread over two stages of 5 years each both as a C.D. and as a T.D. Block.

Besides the 43 Special Multipurpose Tribal Blocks established during the Second Plan period, 328 Tribal Development Blocks are to be opened during the Third Five Year Plan. A note on these blocks is annexed (Page 47). The programme in these blocks, for which additional amounts have been provided, should be of an intensive nature. The emphasis, however, should not be on merely spending the financial provisions. It is necessary to plan the phasing of the expenditure in such a way that the emphasis on spending is converted into the emphasis of preparing the necessary ground for better development. Once the necessary ground is prepared, it will be easy to develop the suitable tempo and utilise the finances more usefully.

(b) C.D. Blocks with considerable tribal population.

Besides the Tribal Development Blocks, in a large number of C.D. Blocks, the tribal population are of considerable proportions. It should be possible to meet the special requirements of the Scheduled Tribes in these areas from the funds provided for the welfare of the Scheduled Tribes in the Backward Classes Sector.

In these areas, the nature of the programme has to be adjusted (1) to the specific needs of each group, namely, the tribals and the non-tribals, and (2) to the problem of adjustment of the tribals with the non-tribals. Greater attention will naturally have to be devoted to the development of the tribals who form the more backward group. While the programme of development has to be balanced in respect of the requirements of both groups, care should be taken to avoid the creation of social tensions in planning the different programmes.

The programme of tribal welfare can also be divided in relation to ecological conditions namely, the programme relating to the tribals residing in hilly areas and the tribals residing in plains. Although ecological conditions will, to some extent, affect both their occupations and modes of living, the need to understand the tribals as having their own distinct culture different from that of non-tribals, is relevant to both these cases.

The various activities that could be taken up under the programme in these areas are indicated in the following paragraphs. It is, however, necessary to emphasise that this programme is only indicative of the nature of development rather than the specific means to be adopted in practice. For every block and for every village within the block, it is necessary to develop a suitable programme according to the prevailing social and economic needs of the tribals and non-tribals.

(1) Agriculture

It is necessary to recognise the importance of forest economy in the programme of development of the tribals and of blending the agriculture economy with forest economy wherever possible. Weaning the adivasis from shifting cultivation and assisting them to take to settled cultivation is a question requiring study of social habits, the attachment of the tribals to the hills and the problem of adjustment to new surroundings. Since the socio-economic conditions of the tribals have to be strengthened and built up, special facilities have to be provided for tribal areas, so as to induce them to adopt improved methods of cultivation. Provision of the following facilities is, therefore, recommended:—

(a) Establishment of an Agricultural Supplies Store in conjunction with the existing village organisation of the tribals in such a manner that at least one Store is available within a radius of 10 miles.

(b) Establishment, at suitable Centres in the block, of a Horticultural Nursery for supplying fruit plants, grafts, vegetable, seeds and seedlings. Two or three such nurseries may be necessary in a block.

(c) Provision of a set of agricultural equipments to each tribal organisation to enable the tribals to borrow this equipment and use it. This will include agricultural implements, plant protection materials, sprayers, dusters, etc.

(d) Provision of loans to the tribals for soil conservation, minor irrigation, planting of fruit trees and afforestation.

(e) Setting up of demonstration on cultivation of fruits, vegetables and oil seeds as the tribal diet is deficient in vegetables, fruits and fats.

(2) Animal Husbandry

(a) *Piggery*—Pork being a favoured meat of the aboriginals, schemes for improving the local pigs by crossing them with the imported large whites should be encouraged by liberally distributing stud boars of this breed.

(b) *Poultry keeping*—Poultry is as popular as pigs with the tribals. Schemes for upgrading local poultry by liberally distributing cockerels of exotic breeds and for introducing flocks of improved breeds should be sponsored. The Ashrams and Basic training schools in the tribal areas should be given facilities to maintain units of improved poultry so as to serve as demonstration to the trainees and also as a source of hatching eggs and poultry for distribution in the area.

(c) *Sheep Breeding*—Certain selected blocks in the area have potentialities for sheep farming which should be taken advantage of by distributing large number of improved stud rams to selected individuals. Training should be given to the tribals in improved methods of shearing. Improved shears should be supplied to them on liberal subsidy.

(d) *Fodder Demonstration*—Demonstration of the cultivation and use of improved fodder should be done by seed multiplication centres. Fodder seeds, slips, roots and cuttings should be made available from these demonstration farms to private cultivators.

(3) Fisheries

Fish is a costly item of food for the tribal people. It is advisable to develop the local resources by introducing fish farming among the tribal people of the hilly areas. There are also nomadic tribal fishermen like the *Burudebethas* and *Killikyathas* of Mysore who are expert fishermen moving up and down the large river courses fishing in inaccessible areas. These people need amenities for settling them in areas around lakes and reservoirs. The following programmes are suggested for tribal areas:—

(a) Construction of small ½ acre or one acre ponds for raising fish.

(b) Stocking of minor irrigation tanks in tribal blocks with major carps like Catla, Rohu and Mrigal and also Mirror carp.

(c) Supply of twine, yarn, basket traps and hooks to tribal people for making angling rods and nets.

(d) Allotment of lands for settling tribal fishermen.

(e) Loans and subsidies to the tribals that take up fish farming.

(f) Transport facilities for marketing of fish and also stocking of fish.

(4) Cottage and Small-Scale Industries

The industries which are promoted in the tribal areas should cater primarily to basic needs of life *viz.* food, clothing and shelter; such as food processing industry, handloom weaving and building of houses. While chalking out a programme for tribal areas, stress should be laid on locally available raw materials and marketing facilities. As far as possible the tribals should be encouraged to produce things which they themselves consume except for certain items for which raw materials may be locally available and for which there may be an outside market. The following are some of the industries which could be developed in many of the tribal areas:—

(a) Spinning on traditional Charkhas and weaving. (It is not desirable to introduce Ambar Charkha because the production on Ambar Charkha is high and it might be difficult to sell yarn and cloth outside the area. It is also not desirable to introduce too many fly shuttle looms to increase production. The tribals weave beautiful designs on bamboo and loin handlooms and they should be encouraged to continue weaving such designs not only for their own use but for outside market).

(b) Silk worm rearing such as ericulture, sericulture, tassar and muga.

(c) Bee-keeping.

(d) Soap making from non-edible oils available in the area.

(e) Tailoring of simple garments.

(f) Lac cultivation.

(g) Mat making.

(h) Cane and Bamboo products.

(i) Fibre industry.

(j) Jewellery.

(k) Bell metal articles.

(5) Social Education

There should be a community centre for every village for recreational, educational and cultural activities. The existing panchayat ghar or the Tribal Council Ghar or the place where the village Deity is housed which is traditionally used for community meetings, may be used as a community centre. Efforts must be made to recognise the community life of the tribals and utilise the corporate practices already prevalent in tribal culture:—

(a) In this community centre or village ghar efforts must be made to organise cultural programmes including bhajans, group singing, group dancing etc. Folk life of the tribals, which is the basis of tribal culture, should be promoted through these activities. Instead of introducing modern songs and dances, efforts must be made to utilise and promote the prevailing folk-lores.

(b) Efforts should be made to provide facilities for outdoor games, wrestling, camping etc. as a part of the recreation programme. Emphasis should be laid on indigenous games and other items of recreation.

(c) Efforts must be made to organise literacy programmes as an integral part of the community centre's activities. The teachers should be able to speak the tribal dialect and relate the introduction of written words and their meaning to the local dialect. It is desirable to print the primers in the tribal dialect if possible.

Experience shows that if the literacy programme is related either to the economic programme or to the cultural programme, it proves more effective.

It is important to realise that although language is the best vehicle of culture, any hasty introduction of languages other than those of the tribals without providing opportunities for adjustment and for slowness of learning and growth, may prove to be the source of detribalizing their culture.

(d) Library facilities should be provided for those who are made literate. A central stationary library at the block headquarters and mobile libraries for each V.L.W's area will gradually bring facilities of written words and literature to the tribals.

(i) Efforts must be made to organise other educational programmes through group meetings, group discussions to help the tribals to understand, appreciate and adopt new ways of life gradually.

(ii) It is necessary to recognise the educational role of youth dormitories (Dhuns Kriag) wherever existing and revive their educational programmes. In the development of youth programme, efforts must be made to relate the activities of economic development with training in functional leadership.

(iii) A short orientation training programme through camps should be organised for local youth and adult workers by the S.E.O.

(iv) Regular Gram Sahayak camps may be held in each V.L.W. area every six months by the S.E.O. and the Agricultural Extension Officer

(v) There should be at least one community centre in the circle of each V.L.W. as a multi-purpose organisation for recreational, educational, cultural and economic activities organised and run with the active cooperation of the tribals.

(vi) Education exhibition to be organised by S.E.O. and V.L.W. in each Gram Sahayak's circle to disseminate information of the outside world to the tribals.

(vii) The tribal panchayat or the Tribal Council may be encouraged to shoulder the responsibility for organising Social Education programmes for the tribal communities.

(viii) Tours of tribal leaders and workers be organised first within the block and later to neighbouring blocks and districts to acquaint them with the programme of development of the other tribals and non-tribals. The importance of gradual contact in introducing changes in the way of life of the tribals should not be overlooked.

(6) Women and Children's Programme

The programme for tribal women should be in keeping with the culture, traditions and living conditions in the particular area.

The life of most of the tribal people is hard, the majority living in mountainous and forest regions. Maternity services are almost non-existent and educational opportunities are most inadequate. Economic programmes have to be given priority. Any programme for tribal women has to keep these facts in view. The woman plays a dual role both as a home-maker as well as a bread-earner, working in the fields and forests or at her loom.

Generally in tribal society, the woman is given a very high status such as the Kuranabois or the priestess in NEFA areas. Therefore, women's programme should offer opportunities for women to find satisfaction in playing significant roles and fulfilling responsible tasks.

Recreational and cultural programmes in keeping with their traditional art and music and drama should also have a prominent place in their programme.

Women's programme should emphasise teaching of health and sanitation, particularly through demonstration, and help to promote education of their children.

Bee-keeping, poultry and pig rearing on scientific lines are remunerative programmes for tribal women. Clean cattle sheds, preservation of cow-dung and urine for manure and preparation of charcoal are essential items.

III (6) Blocks Situated Near Cities and Towns

1. Agriculture

The blocks which are located around towns and cities need to be developed differently from the blocks located in the rural areas because the cities and towns provide ready markets for products of agriculture, animal husbandry, cottage and rural industries and offer workshop and repair facilities. The following suggestions have been made to assist in planning a suitable developmental programme for blocks which are situated near towns and cities :

(i) Belts of vegetables, fruits and flowers can be established for ensuring a regular and steady supply of these commodities to the cities and towns. The production will have to be so arranged that gluts and shortages are not caused because of unplanned production. Pre-determined quantities of each variety of fruits, vegetables and flowers should be produced for early and late markets. A regular and steady supply can be ensured by early and late planting and by utilising different varieties as well as crops. Many types of fruits, vegetables and flowers should be grown so that they are available throughout the year and there is some choice for the consumer. The production blocks or belts will have to be located near the roads so that easy transport is available.

(ii) For promoting the production of fruits, vegetables and flowers, it will be useful to supply good seeds in convenient packets. Those growers who join this special programme may be given preference (a) in the supply of night soil compost, sewage and sullage water, and (b) in the construction of wells and sinking of bore wells. Selected growers may be trained at Special Horticulture Camps in the improved methods of fruit, vegetable and flower cultivation and particularly in the control of insect pests and diseases. The provision for agriculture in the schematic budget of the block may be utilised for purchasing and supplying special implements, tools, seeds, fertilisers and plant protection materials required for demonstrating better techniques in the field of horticulture and for promoting the establishment of seed and plant nurseries.

(iii) Producers' Cooperative Societies should be linked with the Consumers' Cooperatives in the towns and cities. Where new housing colonies are being constructed, there will be hardly any competition from private traders and the production cooperatives can conveniently establish selling shops in such colonies. While planning the housing colonies, plots of lands may be reserved for cooperative shops. It might even be possible to establish a common selling shop where vegetables, fruits, flowers, eggs and other dairy products are sold. A cooperative cold store can be established for storing fruits, vegetables, eggs, fish and milk products.

(iv) The Departments of Agriculture and Cooperation may post special extension workers to look after the blocks surrounding the cities till the work is organised according to plan. These extension workers will guide the farmers in methods of crop production, marketing and formation of cooperatives.

II. Animal Husbandry & Fisheries

Dairy farming, poultry keeping, pig rearing and development of fisheries need special emphasis in these blocks. Programmes drawn up should aim at increased production of milk, eggs, meat and fish, as they find a ready market in the cities and towns and help improve the economic condition of the producers. The following activities are suggested:

1. *Dairy Husbandry (Cattle Development)*—

(i) Loans and subsidies to private individuals establishing dairy farms with milch cattle (indigenous, exotic and cross breeds).

(ii) Encouragement to private Goshalas to maintain cattle of milch breeds under Goshala Development Scheme.

(iii) Castration of scrub bulls and complete breeding control.

(iv) Artificial Insemination Service—network of Artificial Insemination Sub-centres in the blocks fed by a central semen bank where bulls suitable for the block are maintained for Artificial Insemination Service.

(v) Supply of pedigree bulls to Panchayats for natural service, where extension of artificial insemination service is not practicable.

(vi) Extension of I.C.A.R. cross breeding scheme to the blocks with a view to building up pockets of cross bred milch cattle.

(vii) Organisation of cattle breeders' associations, producers' cooperatives and cooperative milk unions for collection and distribution of milk and milk products.

(viii) Subsidising the construction of new cattle sheds or improvement to the existing ones.

(ix) Construction of common milking sheds.

(x) Implementation of fodder development and fodder conservation schemes (silage and hay making, supply of chaff cutters, washing of paddy straw in rice growing areas) and improvement of grazing lands.

(xi) Milk recording of cows and their registration in herd books.

(xii) Timely and systematic preventive vaccination of all live-stock including cattle against the common contagious diseases.

(xiii) Organising calf rallies. cattle shows and milk yield competitions at the block and the urban levels.

2. *Poultry Keeping*

(i) Encouraging poultry farming as a private enterprise by granting loans and subsidies.

(ii) Popularising egg-laying and utility breeds like W.L.H. and R.I.R. and supply of adequate number of pure bred and tested strains of poultry from the District or State farms to the village breeders.

(iii) Upgrading the village poultry population by replacement of *desi* cockerels with those of improved males preferably on exchange basis.

(iv) Formation of block poultry breeders' associations and its affiliation with the State poultry breeders' association.

(v) Formation of egg cooperatives either independently or in conjunction with the milk unions for organising collection and disposal of eggs in the cities and towns.

(vi) Popularising the rearing of baby chicks with suitable subsidies for chicks and equipment.

(vii) Popularising ready-to-feed mash mixtures.

(viii) Setting up of custom hatching units and defertilization centres in strategic areas for hatching eggs of private poultry farmers and improving the quality of table eggs respectively.

(ix) Supply of incubators, brooders, wire netting and other poultry equipment on subsidised rates to private poultry farmers.

(x) Organising block and urban poultry shows and egg laying trails to encourage production of quality birds and eggs.

(xi) Mass vaccination of all birds over six weeks against Ranikhet disease and of those over 8 weeks against Fowl Pox.

(xii) Establishment of duck breeding farms under private initiative in wet areas.

3. *Piggery Development*

(i) Loans and subsidies to private individuals for starting piggery units.

(ii) Distribution of stud boars of improved breeds (Yorkshire and Berkshire) to Panchayats or private breeders and, if necessary, subsidise their maintenance.

(iii) Establishing a bacon factory in the city and piggery development blocks in the villages all round.

(iv) Organising marketing facilities preferably on cooperative basis for ensuring good quality pork products to consumers in the cities and towns and remunerative price to the producers in the blocks.

4. *Fishery Development*

(1) Intensive stocking of all culturable waters with the Mirror Carp fish seed.

(2) Establishment of fish netting units for exploitation of inland fisheries.

(3) Providing icing facilities for fish that are proposed to be marketed from the blocks to the cities.

III. Minor Irrigation and Reclamation

Pressure on land in blocks situated near big cities and towns is generally heavy and land prices are high. Preference in these areas is for the cultivation of vegetables and fruits as against other crops. For vegetables and gardens the depth of water required for watering is less, but the number of waterings is more. Irrigation channels should, therefore, be of smaller section but should be lined as far as possible in order to save land as well as water. Tubewells and filter points are more popular in these areas as they can supply sand-filtered drinking water.

IV. Health

The minimum programme outlined for blocks in rural areas in general will apply to blocks situated near cities and towns but emphasis will have to be laid on provision of safe water supply and disposal of human waste. In most of these blocks there would definitely be some urban influence which tends to create slum conditions, overcrowding, bad housing, lack of adequate water supply, sanitary amenities and drainage. As such greater efforts will have to be devoted to remedy these conditions.

Health Education—Percentage of literacy in these areas is comparatively better than rural areas and as such, it would be easier to impart health education to the people in these blocks to secure their participation and acceptance of the programme for improvement of health and prevention of disease.

School Health and School Feeding Programme—This should receive high priority, as specialists from the nearby town or city are available to rectify the defects noted during the medical examination of the children.

V. Social Education

In the villages situated near towns and cities the process of urbanisation is a force of change. Economically the villagers look to the cities for sale of village products and supply them accordingly. This affects their social attitude as they become dependent on urban demands and attitudes. Social education to be effective in these areas should take stock of this process of change and organise the programme accordingly.

(1) *Adult Education*—The programme should not only include education for reading and writing but also education for life in cities. The programme of adult education should help the villagers to know some of the hazards and limitations of the urban life so that the villagers know how to adjust themselves to the changed circumstances in cities when they visit the town for sale of village produce or when they come to the city for employment.

(2) *Education for Social Habits*—Education for Social habits requires special attention in these areas. Earlier villagers looked to the prevailing social institutions of the village community for support, security and social control. In the process of getting urbanised, they experience the loosening of this social control. A sort of vacuum is created which brings new insecurities to the villagers specially during the period of transition. The village youth specially require considerable guidance and support from workers like the S.E.O. He should have adequate understanding of the social factors affecting the changes from rural to urban values. The villagers should also be helped to feel confident of their ability to face the pressure created by urban life on them.

(3) *Youth Programme*—The youth programme should form the major area of work for helping the village youth to face the problems of urbanisation and adjustment.

It should include projects like that of carpentry, cane weaving, toy making, match making and making of cardboards, files and office stationery, besides adult literacy.

(4) *Gramsahayaks' Training Camp*—Village Leaders' Camp should accordingly change its emphasis from agriculture to other requirements of life in this area. It may have training for the sale of milk, vegetables, fruits in the city market in addition to the training for growing vegetables, fruits and animal husbandry.

VI. Women's Programme

Village people living within fairly easy reach of towns and cities are likely to be more conscious of what they lack compared with the amenities available in the towns and perhaps a little more frustrated and consequently more vocal in their demands for a better standard of living.

As the tendency of both men and women would be to move towards the town and as their aspirations will be to live as city folks live, it is necessary that all efforts should be to make available to the village some of the facilities of the town. For instance, instead of driving village women to take up jobs in the factories in the town, small-scale industries could be started and they may be given training to produce articles that can find an easy market in the town, such as durries and newars, knitting and simple tailoring. Apart from skilful crafts, certain simple industries can also be taught in order to help the women have an economic programme. For

instance, there will be hospitals and offices and shops in the nearby towns and cities. Women can secure orders for making everyday articles that are used in these institutions like sewing the linen, bandage etc., making paper cartons and bags for shops, tags, files and baskets etc., used in offices. Certain ancillary products connected with bigger industries can easily provide a means of livelihood for women in these parts.

Middle and High Schools for girls should be opened in these areas so that village girls do not have to go to town schools and become too urbanized to come back to the village. Training institutions such as for Gram Sevika, Mid-wife, auxiliary nurses, primary teachers etc., should be opened in the rural areas.

Village women can also be given education and necessary training to run dairy and poultry farms and grow fruits, vegetables and flowers. Assistance may be given to form cooperatives and to secure marketing facilities for their products.

The programme for mother and child care has to emphasize the need for better food, safe drinking water, prevention of the prevalent diseases such as Sores or Dysentery. The importance of clean food and purified water, storage and preservation of food, the need for growing vegetables in kitchen-gardens and preservation of vegetables (such as by dehydrating) and fruits (by making jams, squashes, ketchups etc.) would be of much value.

Training of women in catering, setting up of small tea and snack shops, proper methods of laundering for dhobie women, lawn mowing with better implements, manicuring, preparation of cosmetics, massaging, shoe polishing could also be taken up by different sections of women.

In order to prevent the village folk rushing to the towns in search of "recreation", recreational and cultural programmes in keeping with the traditional music and drama, arts and crafts, should be given an important place in planning a suitable programme.

VII. Cottage and Small-scale Industries

The villages in the past have normally been exploited by towns and cities. The role of the villagers has been to produce food and other requirements of the towns for which the villagers got little in return. In order to have a healthy growth of the society and to have a balanced economic development, the activities of villages and towns should be complementary to each other. It is not possible to produce enough food in the towns but the towns could certainly extend a number of services to the villages around and help to raise the standard of living of the villagers. Certain village industries like spinning and processing industries should, as far as possible, be confined to the rural sector. The blocks around towns and cities have to be treated on a different footing from that of the villages in the interior. Emphasis might be laid on the production of ancillaries in blocks near urban areas for medium and large-scale industries, existing in the towns and cities. This will help in reducing the great difference in the urban and rural sectors besides decentralising the industries.

Availability of cheap electrical power in such blocks would help very much in promoting a suitable industrial development programme. Another important factor is to create necessary cooperative institutions to supply credit and raw materials and assist in marketing. The block headquarters

and nearby towns should be developed as centres for industrial development from where common services could radiate to the surrounding areas.

Some industries which may be taken up for development in the blocks near cities and towns are listed below:

A. *Food and allied industries*

Confectionery.

Canning and preservation of fruits and vegetables and other cereal products.

Grinding and oil mills, preparation of spices, condiments etc.

Syrup.

Industries connected with milk:

(a) Pasteurised milk.

(b) Butter and ghee.

(c) Cheese and cream.

Papads and pickles.

B. *Clothing and allied industries*

Tailoring.

Hosiery, ready-made garments.

Dyeing and Block printing.

Zari Works.

Handloom and power loom fabrics:

Towels, handkerchiefs, bed sheets, table and pillow covers, curtain cloth etc.

Table mats, doll making and artificial flowers.

C. *Industries connected with Housing*

Bricks and tiles making.

Cement blocks and pipes.

Brass foundry for making hasps, staples, hinges and sanitary fittings.

Bolts and nuts.

Conduit pipes and electrical accessories.

D. *Wood work and furniture*

Saw mills.

Seasoning of wood.

Furniture and cabinet making, photo frames.

Doors and windows.

E. *Leather and leather goods*

Footwear manufacture.

Suitcases and travel leather boxes.

Hold-alls and canvas shoes.

Brief cases, vanity bags and purses.

Cushionseats and saddles.

F. *Earthen-ware and pottery*

Flower pots.

Water pots and jugs.

Drain pipes.
Crockery.
Toys.

G. General

Cane furniture and basketries.
Bamboo work.
Button making.
Tin containers.
Brass and aluminium utensil making.
Hand tools production.
Cycle parts.
Sewing Machine components.
Electrical caping and casing.
Insulating of copper wire.
Garden and agriculture implements.
Bangles, glass and plastic works.
Carpet making, rope making and other connected fibre industries.
Candles and agarbatti making.
Locksmithy.
Making of knives, paper cutters, scissors.
Trunks, tubs, buckets.
Sports goods.
Ambar Charkha iron parts.
Fireworks.
Musical instruments.
Pencil making lead and slate.
Crayon and chalk sticks.
Sheet metal industry.

III (7) Revised NEFA Pattern*

Revised budgetary ceilings of NEFA Type Blocks as indicated below have been agreed to:—

	Period	*Cost*
(*a*) Pre-extension Blocks	One year	Rs. 19,800
(*b*) Stage I Blocks	Five Years	Rs. 5·30 lakhs
(*c*) Stage II Blocks	Five Years	Rs. 3·30 lakhs

Details of the revised budgetary pattern and staff are given below:—

1. The pre-extension activity will be of one year's duration.

2. Stage I will be of 5 years' duration, after which there will be a Stage II phase of 5 years' duration.

3. The following staff is to be provided for the pre-extension period in a NEFA Type Block:—

(*i*) Block Development Officer	One APO/BS will function as the ex-officio BDO.
(*ii*) Extension Officer (Agri.)	One (No separate post will be sanctioned. The AI in the Block area would function as such).

*The question of further revising the pattern for NEFA is under consideration.

(*iii*) Village Level Workers	Four (This will be in addition to those already working in the area which would not be more than 2).
(*iv*) Lower Division Asstt.-*cum*-Typist ..	One.

4. The financial requirement for the above staff would be as follows for the pre-extension period in NEFA Type Block.

		Pay Rs.	*Allowance* Rs.	*Total* Rs.
(*i*) V.L.Ws.	4	6,000	1,700	7,700
(*ii*) L. D. Asstt-*cum*-Typist ..	1	1,320	393	1,713
				9,413
	add for T.A. etc.			600
				10,013
			or say	10,000

5. The total requirement of funds would be as follows:—

	Rs.
(*a*) Personnel	10,000
(*b*) Office equipment etc.	1,000
(*c*) Office contingencies	800
(*d*) Lump provision for Agricultural Extension work, such as Land Development, supply of seeds, implements and demonstration of improved practices	8,000
	19,800
or say Rs.	20,000

6. The expenditure incurred during the pre-extension stage is to be adjusted against the budget provision for the Stage I period, after the Pre-extension Block is converted into Stage I.

STAGE I

REVISED PATTERN OF NEFA TYPE BLOCK

	Rs.
I. Block Headquarters	
A. Personnel	1,53,000
B. Office Furniture, equipment etc.	3,000
C. Office building & Godown	4,000
D. Office Contingencies (Recurring expenditure on Stationery, postage, T.A. for non-official members of Block Advisory Committee etc.)	5,000
TOTAL	1,65,000

		Rs.
II.	Agriculture and Animal Husbandry	70,000
III.	Minor Irrigation	30,000
IV.	Reclamation (Land Development including soil conservation, contour bunding, etc.)	50,000
V.	Health and Rural Sanitation (Drinking Water-Supply Drainage & Sanitation)	30,000
VI.	Education	—
VII.	Social Education (Holding of Melas, exhibition, village leaders' training audiovisual aids, conducted visits, improvement of local village institution, women and children's welfare, etc.	15,000

		Rs.
VIII.	Communications	80,000
IX.	Rural Arts, Crafts & Industries	10,000
X.	Housing	
	A. for Block staff	50,000
	B. Rural Housing	30,000
		5,30.000

Rs. 5·30 lakhs.

REVISED STAFFING PATTERN OF NEFA TYPE BLOCKS : STAGE I.

		Average pay Rs.	*Spl. pay* Rs.	*Allowance* Rs.		*Total* Rs.
Block Headquarters Personnel						
1. Block Development Officer	One	300	125	88	513×12 =	6,156
2. Extension Officers (Agriculture and Animal Husbandry)	Two	180	50	54	284×2×12 =	6,816
3. Overseer	One	155	50	50	255×12 =	3,060
4. Village Level Workers	Ten	75	50	35	160×10×12=	19,200
5. Accountant-*cum*-Store keeper	One	135	50	46	231×12 =	2,772
6. Lower Division Asstt.-*cum*-Typist	One	66	50	34	150×12 =	1,800
7. Peon	One	30	25	31	86×1×12 =	1,032
8. Chowkidar (Veterinary Dispensary) ..	One	30	25	31	86×12 =	1,032
Total for the year ..						42,000
Add L. S. for T.A. etc. ..						1,500
						43,500
			Rounded to Rs.			44,000

		Rs.
Requirement for 5 years		2,20,000
Deduct cost of existing staff		
1. B.D.O. in the form of BS/APO	One	
2. Extension Officer (Agri.) in the form A.I.	One	
3. Village Level Workers ..	Two	67,000
		1,53,000

STAGE II

REVISED PATTERN OF SCHEMATIC BUDGET FOR THE SECOND STAGE OF NEFA TYPE BLOCK

Staffing Pattern

During the Stage II period, the pay of the Overseer (E.O., Rural Engineering) will be met by the Engineering Department and not from the Block Budget. After the completion of the Stage I period a maximum of 6-8 Village Level Workers only will be retained permanently in the Block areas. The staff that will be retained during the Stage II is shown below:—

(*i*) BDO .. .. .. One in the form of BS/APO

(*ii*) EO (Agriculture) .. .. .. One in the form of Agriculture Inspector.

(*iii*) EO (A.H.)	O. e.
(*iv*) VLWs	Number to be determined @ One VLW for every 5 villages
(*v*) Accountant-*cum*-storekeeper	One.
(*vi*) Lower Division-Asstt.-*cum*-typist	One.
(*vii*) Peon	One.
(*viii*) Chowkidar	One.

Financial Provision

The requirement of funds for the staff would be as follows:—

	Rs.
Net requirement for Stage I as indicated above	1,53,000
Deduct amount for Overseer and 2 VLWs	42,000
	1,11,000

2. The overall financial provision would be of the following dimensions:—

	Rs.
I. *Block Headquarters*	
(*a*) Personnel	1,11,000
(*b*) Office furniture, equipment etc.	1,000
(*c*) Office building etc.	2,000
(*d*) Office contingencies	5,000
II. Agriculture & Animal Husbandry	40,000
III. Irrigation	10,000
IV. Reclamation	20,000
V. Health & Rural Sanitation	10,000
VI. Education	—
VII. Social Education (Mostly improvement of local Kebangs, Mosups etc.)	20,000
VIII. Communications (Mostly for repairs and improvements)	40,000
IX. Rural Arts, Crafts and Industries	10,000
X. Housing	
(*a*) for Block Staff (Repairs etc.)	10,000
(*b*) Rural Housing	50,000
TOTAL	3,29,000

or say Rs. 3·30 lakhs.

Contents of the programme

3. The activities under the development heads will be as follows:—

Agriculture & Animal Husbandry, Irrigation, Reclamation, Health & Sanitation, Communications.	Improvement and follow up rather than initiating new schemes on an extensive scale, so as to staiblise the economy of the Community. This is the most important aspect in the process of development. If scope for any further new schemes still remains, they may be considered.

Social Education	Stabilisation of the rural institutions (Kebangs, Mosups etc.) so that they can take over the responsibility of development programmes gradually and also undertake other normal activities.
Rural Arts, Crafts and Industries	More emphasis will be laid on this, so that the economy of the people is further stabilised.
Rural Housing	It is expected that the people will be enthusiastic and interested to have compact villages with houses under hygienic conditions, hence the provision.

ANNEXURE TO CHAPTER III

TRIBAL DEVELOPMENT BLOCKS

For giving particular attention to the backward areas and populations in the country, as laid down in articles 46 and 275 of the Constitution, Special Multipurpose Tribal Blocks were established during the Second Plan period. These blocks were based on the general lines of the Community Development Blocks with additional allotments. The idea was to bring about rapid improvement in the economic and social standards of the tribal people by selecting specially underdeveloped but compact areas for many-sided development. The object was to make their programme of development more intensive in character than that undertaken in the normal Community Development Blocks.

During the Second Five Year Plan, 43 such blocks were established with a budget provision of Rs. 15 lakhs each, in addition to Rs. 12 lakhs each provided in the C.D. budget. A schematic budget for this sum of Rs. 27 lakhs was prescribed and expenditure was incurred under various heads like Project Headquarters, Animal Husbandry and Agriculture Extension, Irrigation, Reclamation and Soil Conservation, Health and Rural Sanitation, Education, Social Education, Communications, Rural Arts and Crafts, Cooperation, Rural Housing and Miscellaneous.

In May, 1959, the Ministry of Home Affairs set up a committee under the Chairmanship of Dr. Verrier Elwin to study the working of the Special Multipurpose Tribal Blocks and to advise the Government of India on how to implement the intensive development programme of the blocks more effectively and give the programme a proper tribal bias. The question of delimitation and allocation of such blocks—to be known hereafter as Tribal Development Blocks, as recommended by the Elwin Committee—during the Third Plan in the various States and Union Territories, was considered by the Government of India in the light of the recommendations of the Committee. The following decisions were taken:—

(*i*) Tribal Development Blocks should be constituted wherever there is a sufficiently high concentration of Tribal population so that with the aid of the additional funds from the provision in the Third Plan for the welfare of Scheduled Tribes, special schemes can be taken up which will have a direct impact on the general well-being and improvement of the economic conditions of the Tribal population in these Blocks. Accordingly, it has been decided that Tribal Development Blocks will be constituted in areas with two-thirds or more of tribal population and suitable blocks of about 200 sq. miles and roughly 25,000 of total population will be carved out. The delimitation would be on the basis of 1951 Census figures.

(*ii*) A T.D. Block will be constituted, irrespective of its location in or outside the scheduled areas, wherever it can be demarcated as a rational and permanent administrative unit. If it is carved out of one or two existing C.D. Blocks, the rest of the area must make normal C.D. Blocks. The area of a T.D. Block should not ordinarily exceed

200 sq. miles. The total population may be 25,000, but since the T.D. Block is to be a normal unit of administration, in tracts of high density of population, the area need not ordinarily be reduced below 150 sq. miles even if the population is considerably more than 25,000. In tracts where the density of population is low, the area of a T.D. Block would be more than 200 sq. miles but no such Block should be constituted in any area unless it has a minimum Scheduled Tribes population of 10,000.

(*iii*) The number of Tribal Development blocks to be so constituted in the entire country adopting the criteria referred to in sub-para (i) above will be roughly 328. A statement showing the number of blocks to be allotted to the States and Union Territories is appended. In view of the dispersal of Scheduled Tribe population and their lower density, the problems of tribals in the large number of the remaining C.D. Blocks may not be of the same character or magnitude as to call for the opening of more T.D. Blocks. It should be possible to meet the special requirements of Scheduled Tribes in these areas from the funds provided for the welfare of Scheduled Tribes in the Backward Classes Sector other than that earmarked for T.D. Blocks. The balance of money available in the allocation for Scheduled Tribes in the Backward Classes Sector should be utilised for taking up general schemes for these tribals living outside the T.D. Blocks.

(*iv*) The Elwin Committee recommended that Rs. 15 lakhs in five years from the Home Ministry in addition to the normal allotment for a C.D. Block is a less useful way of helping a T.D. Block than if the sum of Rs. 15 lakhs is spread over T.D. Stage I and Stage II. It has been accordingly decided that there will be two stages of 5 years each for T.D. Blocks. In its Stage I, the T.D. Block will get from the Ministry of Home Affairs Rs. 10 lakhs and in its Stage II Rs. 5 lakhs. The 43 Special Multipurpose Tribal Blocks which got Rs. 15 lakhs from the Ministry of Home Affairs will also be given another Rs. 5 lakhs from Ministry of Home Affairs for Stage II. As C.D. Blocks, both T.D. and Special Multipurpose Tribal Blocks will continue to get Rs. 12 lakhs in C.D. Stage I and Rs. 5 lakhs in C.D. Stage II as in the case of all C.D. Blocks.

(*v*) To ensure better utilisation of funds, the T.D. Stage I should start not later than and preferably at the commencement of C.D. Stage II.

(*vi*) The phasing of the opening of T.D. Blocks during the Third Five Year Plan would be 10%, 10%, 20%, 25% and 35% in the first, second, third, fourth and fifth years respectively. In the year 1961-62, 35 Tribal Development Blocks will be constituted. Accordingly, in each State, 10% of the total number of T.D. Blocks allocated to that State which have the highest concentration of tribal population arranged in order of priority will be opened during the year 1961-62. In view of the fact that some of the areas will not be covered by the C.D. Blocks before 1963, it will also be desirable to convert into T.D. Blocks only those Blocks where the C.D. Programme is already in operation.

(*vii*) The Government of India do not propose to lay down a rigid schematic budget for the funds allocated for T.D. Blocks by the Ministry

of Home Affairs. But out of Ministry of Home Affairs' Grant of Rs. 10 lakhs for T.D. Stage I:—

(*a*) Not more than Rs. 0.50 lakhs may be spent on purchase of vehicles and Rs. 1.50 lakhs on Project Office/personnel; one jeep and one mobile van should be sufficient for the T. D. Blocks; another jeep may be allowed only if the area is large and communications difficult.

(*b*) Of the balance of Rs. 8 lakhs, the percentage distribution between schemes for economic development, communications and social services may be 60, 25 and 15, *i.e.* 4,80,000, 2,00,000 and 1,20,000 respectively.

(*c*) The fact that special provision is made for T.D. Blocks should not deprive these areas of the provisions in the general budget of the State or the general sector of the Plan under these heads, *e.g.* development of communications as well as social services;

(*d*) Top priority should be given to agriculture and allied subjects of irrigation, reclamation of land and soil conservation. In order that the State may have latitude in allocation of expenditure between the five heads of vehicles, personnel, economic development, communications and social services, the Government of India agree that they might re-appropriate funds between these heads subject to the following rules, namely:—

1. At least Rs. 4,80,000 should be spent on schemes of economic development.
2. Money for drinking water wells may be found from any head.
3. If any amount is spent from C.D./T.D. funds on education, 90 per cent should be on Scheduled Tribes; and
4. Out of C.D. grants/loans also as large an amount as possible should be spent on the weaker sections of the community.

(*viii*) (*a*) The amounts in the T.D. Budget as well as those in the C.D. Budget should be operated as a common pool and the expenditure planned accordingly. The five heads of expenditure for the T.D. Block mentioned in paras vii (a) and (b) above correspond to the heads of expenditure in the C.D. Budget as stated below:—

T. D. Budget	*C. D. Budget*
Vehicles Project Office/personnel	Block Headquarters and Housing for Project staff.
Economic Development	Agricultural Development including animal husbandry and fisheries, minor irrigation and land improvement and rural arts, crafts and industries
Communications	Amenities programme—Communications.

Social Services .. .. .. Amenities programme—Health and Sanitation, Education Social Education and Rural Housing.

(*b*) Schemes should be drawn up taking into account the funds available under both the budgets together. The actual amounts available under the different heads will depend upon the stage in which the Block is both as a T.D. Block and as a C.D. Block.

(*c*) For purposes of calculating central assistance, the expenditure, on T.D. and C.D. should of course continue to be shown separately against the outlays pertaining to the Ministry of Home Affairs and Ministry of Community Development and Cooperation.

(*d*) The loan provisions in C.D. Budget will also have to be separately accounted for, *viz.* Rs. 4 lakhs for C.D. Stage I and Rs. 1.05 lakhs for Stage II.

(*ix*) Ministry of Home Affairs' grants of Rs. 5 lakhs for T.D. Stage II should also be spent in the same proportion as indicated above for T.D. Stage I.

APPENDIX

STATEMENT SHOWING THE STATE-WISE NUMBER OF TRIBAL DEVELOPMENT BLOCKS TO BE ALLOTTED DURING THE THIRD FIVE YEAR PLAN.

Sl. No.	State/Union Territory	No. of Tribal Development Blocks
(1)	(2)	(3)
1.	Andhra Pradesh	16
2.	Assam	37
3.	Bihar	49
4.	Gujarat	41
5.	Kerala	2
6.	Maharashtra	18
7.	Madhya Pradesh	71
8.	Madras	2
9.	Orissa	60
10.	Punjab	2
11.	Rajasthan	13
12.	Himachal Pradesh	2
13.	Manipur	7
14.	Tripura	4
15.	Nagaland	2*
16.	Dadra & Nagar Haveli	2
	TOTAL	328

*The additional provision will be met by the Ministry of External Affaires instead of Ministry of Home Affairs.

CHAPTER IV

CIRCULARS AND SUMMARIES OF IMPORTANT LETTERS

1. Circulars

IV (1) (i) *Letter No. 1 (23)/61- Agr., dated 22-7-61 from the Ministry of Community Development and Cooperation to the Secretaries incharge of Community Development, all States & Union Territories.*

Subject—Agriculture—Drawing up Village Production Plans

Will you please refer to this Ministry's letter No. 1(77)/59-Agr., dated the 23rd June, 1960, on drawing up of village agricultural production plans? The Ministry had recently sent (*vide* letter No. 1(20)/61-Agr., dated the 15th May, 1961) copies of the proceedings of the Baroda Workshop giving details of the method suggested for the preparation of village agricultural production plan and the organisation necessary for its implementation. The subject was discussed at the National Conference on Community Development held at Hyderabad this month and also later at the Conference of the State Ministers of Community Development and Panchayati Raj.

2. The National Conference has recommended the drawing up and implementation of a village agricultural production plan for every revenue village. These plans are to be prepared by the village panchayats in collaboration with the village cooperatives and the active participation and assistance of farmers. Gram Sahayaks and other progressive farmers of the village, are expected to play an important role in organising the farmers to adopt improved practices and implement specific programmes included in the village agricultural production plan. It is needless to repeat that the Block Extension agency and in particular the Block Development Officer, the Extension Officer (Agriculture) and Village Level Workers must render the fullest assistance to the village panchayats in this behalf.

3. While Village Agricultural Production Plans will have to be prepared for all the villages in a block it is desirable that such plans are prepared comprehensively and in great detail at least in one or two selected villages in each Village Level Worker's circle. This would provide the basis for discussion and exchange of views amongst the people and extension officers, and would help other villages also in obtaining proven guidance in this regard.

4. For the more effective implementation of the production plan, it is also desirable that either in the meeting of the Gram Sabha or the Agricultural Production Committee of the Panchayat or at a special meeting of the Gram Panchayat itself, effort is made to identify the individual Gram Sahayaks and other progressive farmers who would not only implement the programme in their own farms but would also take responsibility for assisting a group of farmers in the neighbourhood to adopt the improved practices so as to increase their own production and thus assist in the fuller implementation of the village agricultural production plan. The association of such groups of farmers on the basis of mutual self-aid assistance, it is

considered, will greatly help in involving a larger number of the farming families in the production programme as also more rapidly disseminate techniques and procedures thereby greatly helping in the quicker implementation of the plan.

5. The broad details of procedure for the preparation of village agricultural production plans as approved by the National Conference are given in the annexure. The State Governments are kindly requested to intimate the action taken/proposed to be taken by them in this regard.

1 for every revenue village
2 to be prepared by the village Panchayats in collaboration with the village co-operative
5 The active participation and assistance of farmers

ANNEXURE

VILLAGE AGRICULTURAL PRODUCTION PLANNING

Agency to prepare and implement Village Agricultural Plans

7.1. The agricultural production plan should be prepared for each revenue village. The village Panchayat in collaboration with the Village Cooperative should be responsible for its preparation and implementation. Progressive farmers such as Gram Sahayaks should be closely associated with panchayats in drawing up of the plans. No rigid frame work need, however, be prescribed for this purpose. But where guidance is sought by the panchayats, State Governments may suggest to them the formation of a Committee called the Agricultural Production Committee. The Committee may consist of the following:

1. President of the Panchayat or the resident representative of the village panchayat and three other panchas from the village.
2. Chairman/Secretary or two other representatives of the cooperatives.
3. A few progressive farmers, such as Gram Sahayaks.
4. A school teacher interested in agriculture.
5. Patwari/Karnam.
6. Secretary of the Panchayat.

7.2. There should be elasticity in the formation of the Committee suggested above. Its personnel may vary according to conditions prevalent in each State.

Pre-requisites for drawing Village Agricultural Production Plans

7.3. Basic village agricultural data and reliable information regarding likely availability of supplies, services and credit, etc. and the pre-requisites for drawing up the village production plans.

(a) *Collection of data*: The data to be collected should be confined only to such items as are essential for drawing up the plan. The data should be capable of being collected from Gram Sevaks, patwaris, farmers and by local enquiry, in the shortest period possible. Where necessary, State Governments may indicate an illustrative list of data for the guidance of the panchayat/Agricultural Production Committee. These data should be collected and kept ready sufficiently before the programme planning is taken up.

(b) *Assistance from above and strengthening of the cooperatives*: The Panchayat Samiti has the responsibility to indicate to the panchayats an estimate of resources which would be available to them from outside, such as, seeds, fertilisers, credit, etc. Where the local primary cooperative society is weak, urgent efforts should be made to revitalise it since it has to play a vital role in providing facilities of credit and supply etc. which form an important part of programme planning.

Working out a Draft Plan

7.4. On the basis of the village agricultural data and the information regarding supplies, etc., assured from above, the panchayat (the village agricultural production committee) will work out a draft village production plan. The plan will be in the following two parts:—

1. Identification of items of production programmes to be undertaken in the course of agricultural season.
2. Selection of cultivators who are desirous of improving their production and associating themselves with progressive farmers.

7.5. As regards the first part, agricultural production programmes would consist of realistic items of work, practices and demonstrations to be adopted in the village. These programmes will be of two types:

(*i*) programmes based on self-aid and village community effort; and

(*ii*) programmes based on outside resources supplemented by the resources of the farmers.

7.6. The above programmes would again be categorized as those that could be executed by the individual farmer in his own farm, *e.g.*, improved agricultural practices, multi-cropping, better management of land, etc., and those that could be undertaken by groups of farmers or the village community as a whole like maintenance of field channels, building and utilisation of irrigation potential, soil conservation, contour bundings, etc. The following will be some of the basic criteria for selection of works to be included in the agricultural production plan:

1. These must be practicable and achievable by most cultivators in the village;
2. These should concentrate on the use of local manpower and readily available resources;
3. These should, as far as possible, be of short term duration so that their results are immediate and effective;
4. These should not involve excessive financial outlays and considerable dependence on outside materials which are difficult to secure; and
5. These should reflect exact utilisation of outside assistance in the form of seeds, services, etc., ensured to the villagers from above.

7.7. The second part of the Village Agricultural Production Plan is the selection of cultivators who are keen to adopt improvements in production techniques and land management and who are willing to work (individually or in groups) in association with Gram Sahayaks and other progressive farmers in increasing their production. Informal groups of willing farmers working with one another on these lines would be of great help in implementing the village Agricultural Production Programme through self-aid and mutual assistance of farmers. In this connection the Village Level Workers and others should try to see that trained Gram Sahayaks play the role envisaged for them.

7.8. The Panchayat/Agricultural Production Committee might have to hold one or two sittings to prepare the Plan and fix responsibility on

individuals and groups of individuals. Responsibilities in this context will be of two types, one relating to areas where programmes like contour bunding, field bunding, dry farming, afforestation, soil conservation, construction of field channels are to be undertaken. What the cooperative and the panchayat will have to do to help the cultivators in imprementation of the Plan should also be clearly laid down. These stages of work should be completed at least one month before the crop year. The exact time schedule will, however, vary from State to State in accordance with the crop season.

7.9. Having framed the draft production plan with a view to mobilising support and ensuring full participation, the Village Panchayat should call for a general meeting of the Gram Sabha to which all the heads of the families, particularly the cultivators should be invited. The draft plan prepared by the Agricultural Production Committee should then be placed before the Gaon Sabha for discussion and finalisation. It is expected that the Sabha will discuss the data and draft plan in detail and suggest such changes as they may deem necessary.

Publicity of Plan

7.10. Village Agricultural Production Programme prepared and approved by the Panchayat and Gram Sabha should be exhibited at prominent places in the village, preferably at the village chavdi, panchayat office, cooperative office, school, etc.

7.11. Copies of the final Plan may be sent to the panchayat samiti/union and village level worker, who will assist the Agricultural Production Committee in its implementation.

Follow-up work

7.12. Village Panchayat (Agricultural Production Committee) may entrust follow up of different aspects of the Village Agricultural Production work to selected individuals—members of the Committee, Gram Sahayaks and others according to the responsibilities accepted by them. Each selected Gram Sahayak should also demonstrate in his own fields selected improved practices which are likely to have a direct impact on income of production in the village. Progressive farmers organizing such demonstrations should invite other cultivators to their fields.

Action part

7.13. At the village level, the village panchayat together with the Village Cooperative (Agricultural Production Committee) will be responsible for the execution of the Plan. The Panchayat (P.A.C.) may meet at least once a month to take stock of the situation and assess the progress made in implementing the approved programmes. It will also suggest such correctives as may be necessary and seek guidance of the B.D.O. and Agricultural Extension Officer. The Village Level Worker would attend the monthly meetings of the Panchayat (Agricultural Production Committee), participate in them and send reports to the panchayat and the B.D.O. each month on the work being done including the gains made.

7.14. The Gram Sevak on his part will also meet to discuss their work and problems with individuals on whom the responsibility of implementation of various items of work has been placed. He should also help the Village Production Committee secure the agreed requisitions for supply, services and

credit in time and see that these requisites are processed promptly and services, etc., made available in good time.

7.15. At the block level it will be the responsibility of the B.D.O. and his Block Team to indicate to the village panchayats through the V.L.Ws. the quantum of supplies and services to be made available to them in the light of which the Village Panchayat (The Agricultural Production Committee) will be able to draw up their production programmes. They should also attend the meeting of the village panchayat (Agricultural Production Committee) called to formulate and discuss the village agricultural production programmes. As a rule, the B.D.O. should try to attend at least one meeting and the Extension Officer (Agriculture) and the Extension Officer (Cooperative) at least two meetings in the village. The B.D.O. may also allot such duties as may be necessary in this regard to other Extension Officers if their load of work justifies it. The Block staff will ensure technical advice for the village plans and also see that these are tied up with the Block and other schemes drawn up for the area by higher authorities.

7.16. At the District level, the District Agricultural Officer should obtain from the State Headquarters estimates of the resources which would be available to the blocks such as fertilisers, seeds, credits, etc. and make them available in time to block authorities. (This may even be in terms of the round percentage of the last year's figure). Further, the District Agricultural Officer will be squarely responsible for supervision and execution and the preparation of Village Agricultural Production programmes at least in one village in his area. He will also be responsible to approve and provide the type of technical know-how needed in the field and arrange for training programme, supplies, etc.

7.17. At the State level, the Department of Agriculture and the concerned Departments should take various steps necessary to indicate in advance the quantum of supplies and services likely to be made available to the districts.

Phasing of the Programme

7.18. Preparation of village agricultural production programmes should be taken up in all the villages of the block. Every village should have a plan, however preliminary it may be in the beginning. Drawing up of a village agricultural production plan is an educational exercise as well as a practical task to be accomplished in every village as early as possible. In the initial selection of villages for this purpose, preference should be given to such villages which have strong cooperative societies. In villages where cooperatives are not strong special attention should be paid by Panchayats to revitalise them as an important pre-requisite of village agricultural production programme.

7.19. In one or two villages/panchayats preferably in each V.L.W.'s Circle headquarters in each block, the village production plans should be worked out with great care so that it can serve as an example and be the basis for discussion and exchange of views amongst people from other villages in the block. This would help avoid all villages going through the same difficulties and errors. This does not mean that other villages do not attempt village production plans, but only that as far as possible proven guidance and example becomes available to all villages in the blocks as early as possible.

Encouragement of participants

7.20. In order to support the Panchayats in building up the above programme, encouragement in two directions will have to be provided. One is progressively higher training for Gram Sahayaks in institutions and through Bharat Darshan Tours and seminars. The other is exchange of farmers from within the block and State, and even beyond the State.

The need for mass training of farmers at the village level in preparing village production plans and carrying them out with enthusiasm should be emphasized.

IV(1)(ii)

Letter No. 18 (2)(24)/60-Agr. dated 30-8-61 from the Ministry of Community Development & Cooperation to all State Governments.

Subject.—Programme for the Development of Village and Small Industries during the Third Plan Period.

Please refer to the recommendations made by the Annual Conference on Community Development held at Srinagar from the 6th to 11th June, 1960, pertaining to the programme for the development of village and small industries during the Third Plan period. It was emphasised by the Conference that the programme for the development of these industries should receive a high priority. It was further recommended that the Block Development Committee or the Block Panchayat Samiti should prepare a comprehensive and integrated programme of rural industrial development for the Block taking into account the funds to be provided for the purpose in the schematic budget as well as those to be allotted to the Ministry of Commerce and Industry; including the Khadi and Village Industries Commission and the different all-India Boards for handloom, small scale industries, handicrafts, silk and coir and also the State Governments. A brief outline of the programme recommended by the Conference for the Blocks is described below:

(1) *Rural Industrial Centres.*—With the assistance of and/or in consultation with all the concerned agencies including the Zila Parishads/District Development Committees, local representatives of the Khadi and Village Industries Commission and the all-India Boards, the Collector, the District Industries Officer and also the representatives of the concerned State Departments including those for Electricity, P.W.D. and Agriculture, a survey should be undertaken with a view to earmarking or selecting certain areas or sites within groups of Blocks for the purpose of bringing together different types of developmental centres and institutions in a selected locality. Some of the factors which should be taken into account in selecting such areas or sites are availability of power, transport and communication facilities, concentration of artisans and entrepreneurs, proximity to a market, etc. The developmental centres and institutions may include composite sales depots, production centres for suitable industries, cluster type of training institutions, or peripatetic training parties, etc. Depending upon the results of the surveys, one such area or site may be selected within groups of ten Blocks. The funds required for establishment of different types of development centres and institutions referred to above

may be found within the allocations to be made to the State Governments during the Third Plan for the development of different village and small industries.

(2) *Rural Industrial Estates.*—Depending upon the local conditions and needs with particular reference to the concentration of artisans and craftsmen in different areas where improvement in economic conditions is expected to provide opportunities for the use of improved techniques and better tools and also the lessons of experience of rural industrial estates already started, such estates may form a part of the developmental activities that may be taken up in some of the selected Rural Industrial Centres referred to above. The average estimated cost for such an estate is not expected to exceed Rs. 2 lakhs, which has to be met from the allocation to be made to the State Governments for industrial estates under the Third Plan.

(3) *Credit Facilities.*—A certain portion of the funds to be provided under the schematic budget of a Block, say, about Rs. 15,000, along with an equal contribution from the funds to be provided for the Block Loan Scheme under the small scale industries may be earmarked for providing credit facilities to artisans in the Blocks. The loans may be made under the State Aid to Industries Acts/Rules.

The remaining provision under the schematic budget of a Block may be utilised for programmes, such as training of artisans, supply of improved tools, assistance to industrial co-operatives for managerial and technical assistance, etc.

(4) *Extension Officers (Industries).*—Steps may be taken to ensure that all vacant posts of Extension Officers (Industries) are filled up by qualified persons as early as possible. It may, for the present, be assumed that the existing arrangement for sharing the expenditure on the salaries of these officers in equal proportion between the Centre and the States will continue during the the Third Plan period.

2. The State Governments are requested to take into consideration the above recommendations in formulating their proposals for the development of village and small industries in the Third Plan.

3. This communication is being issued with the concurrence of the Ministry of Commerce and Industry and the Planning Commission.

IV(1)(iii)

Letter No. F. 5-30/58-PH, dated 7-10-56 from the Ministry of Health to all the State Governments.

SUBJECT—**Establishment of Primary Health Centres in the States/Administrations during the Second Five Year Plan—Revision in the pattern of Central assistance.**

I am directed to invite a reference to this Ministry's letter No. F. 5-9/56-PH, dated the 15th April, 1957, to all State Governments/Administrations laying down the pattern of assistance to be given by the Central Government towards the establishment of Primary Health Units in the National Extension Service Blocks. In accordance with the terms of the above quoted letter, the Central Government subsidy given by the Health Ministry is as follows:

I. Non-recurring to the extent of 75% of the initial expenditure subject to a ceiling of Rs. 37,200 on each unit as shown below:—

	Rs.
(i) Cost of equipment	6.000
(ii) Furniture	600
(iii) Bedding & Clothing	600
(iv) Buildings (both for the main Centre as well as the staff quarters).	Subject to a maximum of Rs. 30,000 *vide* para 2 (ii) of this Ministry's letter No. F. 5-9/56-PH dated 6-8-57.

II. Recurring (to the extent of 50% of the expenditure) according to the pattern of assistance given in para 3(b) of this Ministry's letter of 15-4-57 subject to a ceiling of Rs. 20,120 per unit per year as follows:—

	Rs.
(i) Staff (one medical officer, one health visitor, four midwives, one compounder, one sanitary inspector and two class IV servants) ..	13,620
(ii) Equipment and supplies etc.	
(a) Medicine	4,000
(b) T.A. for technical personnel	1,500
(c) Contingencies	1,000
TOTAL	20,120

2. As the Government of Madras etc. are aware, the distinction between C.D. Blocks and N.E.S. Blocks has been abolished with effect from 1-4-58 *vide* enclosed copy of letter No. 1(1)Bd/58, dated 5-5-58 from the Ministry of Community Development to all Development Commissioners of State Governments etc. Under the new arrangements, there will be only two stages of progress in respect of the Community Development Programme with effect from 1-4-58 *viz.*, Stage I and Stage II. Stage I will be the intensive development stage while Stage II will be post-intensive stage. Stage I of the Programme caters for the establishment of Primary Health Centres in each Block.

3. The existing position is that there is a provision in the Plan of the Community Development Ministry for the establishment of Primary Health Centres in Community Projects areas and the Ministry of Health also give assistance to State Governments against provision in the State Plans for the establishment of Primary Health Centres in NES Blocks. Now that a Primary Health Centre will be established in each Block, it has been decided in consultation with the Ministry of Community Development and the Planning Commission that the provisions for the establishment of Primary Health Centres in the Plans of both the Ministries should be combined to avoid unnecessary duplication that would otherwise arise.

NOTE.—The question of continuance of grant of Central assistance for Primary Health Centres during the Third Plan period on the revised pattern indicated in the above letter is under consideration.

The revised pattern of Central assistance in respect of each Centre will then be as follows :—

I. Non-recurring—upto a ceiling of Rs. 67,500 on each unit as shown below :

(i) Buildings—

Rs. 60,000 or 75 per cent of the actual expenditure whichever is less on buildings (both for the Centre and residential quarters for the staff). This sum also includes the cost of construction of suitable accommodation for Family Planning Clinics in the main buildings for the Centre and staff quarters.

(ii) Equipment—

Rs. 7,500 for equipment, furniture, bedding and clothing.

II. Recurring—

(i) Drugs—

Rs. 2,000 per annum for drugs.

(ii) Staff—

Rs. 6,500 per annum, towards expenditure on staff.

4. It has been further decided that the Central assistance indicated in the preceding para will be apportioned between the Ministry of Health and the Ministry of Community Development as follows :—

Non recurring	*Ministry of Health*	*Ministry of C.D.*
Building	87%	12½%
Equipment	Nil	100%
Recurring		
Drugs	Nil	100%
Staff	Nil	100%

The Central assistance to be provided by the Ministry of Community Development will be drawn from the Block budget through the quarterly expenditure statements as hitherto while the Ministry of Health will make their share of assistance directly available to State Governments, in accordance with the procedure prescribed in the Ministry of Finance (Department of E.A.) letter No. F. 2(17)-PII/58, dated the 12th May, 1958 and Planning Commission letter No. Plan/5/2/57, dated the 12th May, 1958.

Budget provision for the year 1958-59 has been made under the heads—

(i) Ministry of Health

Demand No. 49-Major Head 39-B-Grants for Health purposes-B-1 Grants to State Governments B-1(3) Grants for the maintenance of Health Centres in N.E.S. Blocks.

(ii) Ministry of Community Development Demand No. 7 (Major head '63-B') A-Community Development projects—A-1 Grants to States.

5. The Government of India have further decided that :—

(i) The Primary Health Centres opened in C.D. Blocks before 1-4-58 would continue to remain in these Blocks and be

assisted by the Ministry of Community Development in accordance with Ministry of C.D. letter No. CPA/13(18)/P/56, dated 10-7-56.

(ii) *All Primary Health Centres (in stage I Blocks) opened during the Second Five Year Plan period from 1-4-58 will receive assistance according to the revised pattern laid down in paras 3-4-*ibid*.

(iii) *All Primary Health Centres opened in N.E.S. Blocks between the 1-4-56 and the 31-3-1958 will also get assistance for buildings in accordance with the revised pattern for buildings. The central share of recurring expenditure from the 1-4-1958 on these centres will, however, be met by the Ministry of Community Development and Cooperation *vide* paras 3 and 4, *ibid*.

6. A specimen design and estimates for the buildings required for a Primary Health Centre drawn up by the Ministry of Health in consultation with the Ministry of Community Development and Cooperation is forwarded herewith. I am to request that the State Governments may adhere to this design, as far as possible, allowing only the minimum modifications, where necessary, to suit local conditions.

IV. (1)(iv)

Letter No. F. 10-2/61-B. 2 dated 11/15th July, 1961 from Ministry of Education to the Education Secretaries, Department of Education, All State Governments and Development Commissioners.

SUBJECT—**Mobilisation of Community Resources for the Expansion of Primary Education.**

I am directed to draw attention to the high priority that expansion of primary education has in the Third Five Year Plan. The key to the effective expansion of Primary education lies in mobilising community resources in support of the school and utilisation of the available personnel and finances to the optimum advantage. Particular attention, therefore, needs to be given to devising suitable administrative and other measures to bring about intimate association between the Primary education programme and the community.

2. The administrative structure for the planning, establishment and maintenance of Primary schools differs from State to State. In view of the diversity of local conditions, there cannot be a rigidly uniform or set pattern for associating the community with the school. Certain broad principles, however, can serve as guide lines for developing such association and enlisting community support for an enriched school programme.

(a) The school and the community come into closest contact at the village level and adequate steps have, therefore, to be taken to associate the local community with the developmnt of the school at this level.

(b) The existing organisations of local community, such as Village Panchayat, etc., would provide the most suitable channel of contact between the school and the community.

(c) The closer the association of the local community with the school, the more vivid will be its sense of direct responsibility for the

*Substituted *vide* Ministry of Health's corrigendum No. F. 5-30/58-PH dated 8-10-59.

school and this would be strengthened by giving it opportunities to participate in the decisions that govern the school.

(d) The funds specially collected by the local community on a voluntary basis should be expended on the local schools in consultation or in accordance with the wishes of the contributing body.

3. In a large number of States, Primary education forms an integral part of the panchayat system, with devolution of powers in varying degree, to the Panchayat organisations for the maintenance of the schools. Even in States where this pattern has not yet been adopted, it should be possible to enlist more active association of the local community by establishing school committees consisting of members of the Village Panchayats and others interested in education. The panchayats and/or the school committees should be actively encouraged to take on the responsibility for improving the local schools, enrolling all children of the school-going age of the area, enforcement of compulsory attendance, provision of mid-day meals and free text-books to the needy children and all such matters connected with the local school other than technical supervision.

4. At the State and the District level it would be helpful if suitable consultative bodies are set up which can keep a watch on the progress of Primary education and advise on programmes that should be undertaken for educating public opinion and enlisting public co-operation. At the District level, such a Committee may be formed by or, in consultation with the Zila Parishad and the District Development Committee as may be considered feasible by the State Government.

5. An examination of the reasons for the relatively slow progress of the Primary education in the rural areas reveals that in many cases it is due to the following factors :

(a) Resources available for the programme are not clearly known;

(b) The use of the available resources is not adequately co-ordinated; and

(c) Certain procedural difficulties come in the way of optimum use of the resources.

6. Funds for Primary education are provided :—

(i) by the State Education Departments;

(ii) in the schematic budget of the Blocks in the Community Development programme;

(iii) in the programmes for the welfare of scheduled castes/scheduled tribes;

(iv) by local bodies and authorities including Village Panchayats; and

(v) by voluntary contributions, in cash or kind, of the local community.

An effectively coordinated utilisation of these resources will go a long way in ensuring the success of the Primary education programme. The detailed administrative action that is required to bring about such co-ordination would obviously depend on, among other things, the system prevalent in the State for the administration of Primary education. In a few

States the resources for Primary education are being pooled at one point in the Block with a view to enabling the Panchayat Samiti to draw on the total resources for the development of Primary education in its jurisdiction. Wherever Panchayat Raj system has been introduced, the Panchayats and Panchayat Samities have already been given statutory responsibilities for promoting Primary education. Even if in the light of the local conditions it is not considered feasible at this stage to pool the resources at one point, co-ordinated use of these resources can be effected by defining the purposes for which the resources should be used so as to avoid overlapping and duplication and to secure concentration of resources on those points where the impact will be most effective and help to induce maximum community contribution. The rules and procedure governing the disbursement of grants by the authorities controlling the different funds may be so devised that the terms and conditions are uniform as far as possible, except in the cases of specific purpose grants such as grants for the welfare of scheduled castes, scheduled tribes, the special programmes for women's education etc. The broad principle would be that in the same area and for the same purpose, the pattern of financial assistance from the funds of different authorities should not be dissimilar.

7. The arrangement for defining the purposes for which funds from various sources may be used will have to be determined by the State authorities in the light of their conditions and needs. The following list, intended to be only suggestive and no more, may be found helpful in working out an arrangement for the co-ordinated use of funds in those States which have not so far made any such arrangement:—

(*a*) The resources from the Education Departments may be used primarily for providing adequately trained school teachers, the essential educational equipment in the schools, the training programmes, conversion of non-Basic primary schools into Basic schools and providing incentive grants to attract community contribution for school buildings and special programmes of mid-day meals and supply of free text-books and uniforms to needy children.

(*b*) The funds in the Block budget of C.D. programme may be utilised for schemes designed to bring the school and community in closer rapport by developing the school as a community centre and for special projects such as school beautification and improvement, school farm or kitchen garden, maintenance of children's parks and playgrounds, development of library and reading room, audio-visual aids to education including radio and film projector and children's school museums.

(*c*) The funds contributed by the local bodies or raised by voluntary contribution of the people may be expended on improving the equipment and other educational aids in the schools, construction of school buildings or their expansion.

8. The provision of mid-day meals is an important item in the programme of universal Primary education and, for the purpose, community effort on as extensive a scale as possible should be mobilised. The Panchayats and the Panchayat Samitis should be actively involved in the implementation of this programme and raising of donations and contributions in cash or kind. Other local organisations like the Mohalla Mandals and the Youth Clubs could also be associated so that their help would be available in the preparation and distribution of school meals.

9. I am to say that the above suggestions are designed primarily to emphasise the urgency of involving the community in the development of Primary education programme and to draw attention to some of the points on which action is needed in this regard. The precise administrative arrangements would necessarily have to be worked out by the State Governments themselves in the light of the local conditions and also the determination of priorities for the use of the funds available with different authorities. Special consideration would have to be given to economically backward areas and socially handicapped sections of the people. Subject to such special consideration, it may be desirable to lay down the percentage of the people's contribution and share from Government's funds for different items of the programme.

10. This communication is being issued in consultation with the Ministry of Community Development and Co-operation.

IV(1)(v)

Letter No. 7(1)(8)/60-*Prg., dated* 3*rd May,* 1961 *from the Ministry of Community Development and Cooperation addressed to the Secretaries incharge all States/Union Territories.*

SUBJECT—**Welfare Programme for Women and Childern**

The schematic budget of Stage I block includes a provision of Rs. 40,000 and that of the Stage II block Rs. 20,000 for activities connected with the welfare of women and children. To achieve satisfactory results in this field, it would be necessary to ensure that at least these minimum amounts are usefully utilised for implementing this programme. Additional funds could also be used from the other heads of development for the benefit of women and children, *e.g.*, maternity and child welfare schemes could be implemented with the funds provided for "Health and Rural Sanitation", whi'e poultry units and kitchen gardens could be encouraged with the aid of the funds drawn from the provision of "Agricultural Production", and activities like bee-keeping, Ambar Charkha, Training and Knitting, from the funds of the Block and of the various Commissions and Boards, the All India Khadi & Village Industries Commission, All India Handicrafts Board.

2. It has, however, been observed that in some States very little expenditure is being incurred on this account and the general programme of work among women and children is weak. In Stage I Blocks, in some cases, this is presumably because no expenditure is incurred out of the block funds in anticipation of starting of Welfare Extension Projects of the co-ordinated type.

As the State Governments are aware, when the agreement with the Central Social Welfare Board for the starting of Welfare Extension Projects of the co-ordinated type was reached, it was expected that such Projects will be started in every Community Development Block. Subsequently the programme of opening of N.E.S. and C.D. Blocks was changed, on the recommendation of the Balwantrai Mehta Committee, into Stage I and Stage II blocks. As a result a much larger number of blocks became Stage I blocks than would have been the case with the old type C.D. Blocks. Actually, however, it has been possible to start only about 341 Welfare Extension Projects so far as against about 1,200 Stage I Blocks

sanctioned during the Second Plan Period and about 3,100 blocks in all. By October, 1963, the entire country will be covered by C.D. Blocks. Over 2,000 new blocks are to be sanctioned during the Third Five Year Plan. According to the proposed programme of the Central Social Welfare Board only about 500 Welfare Extension Projects in the country are to be started during the Third Five Year Plan at the rate of one hundred per year. It would thus be evident that while our objective is to have as large a number of Welfare Extension Projects of the coordinated type as possible, it will not be possible for want of funds and trained personnel to start such Projects in each of the blocks. But at the same time, it is necessary that there should be a programme for women and children in all the C.D. blocks.

Therefore, in such of the blocks in which it will not be possible to open Welfare Extension Projects of the coordinated type, it will be necessary to implement a minimum programme for the welfare of women and children by utilising the provision made for this purpose in the block budget. This can be taken on hand immediately a block enters Stage I and continued in all Stage II blocks. This minimum programme may be best implemented by the Block authorities through a Functional Sub-Committee of the Panchayat Samiti/Block Development Committee constituted exclusively for promoting women's and children's programme in the blocks, and which may have a majority of women members. It is, therefore, requested that measures to set up such a Functional Sub-committee may be taken up early.

3. It is appreciated that the existing staff of one Mukhya Sevika (Women Social Education Organiser) and two Gram Sevikas in each block will not be able to achieve any substantial results unless they are able to promote voluntary organisations and associate women workers at the village level to implement and develop the programme. Therefore, the objective should be to build up such organisations, particularly Mahila Mandals and Balwadis and a corps of women workers like "Gramlaxmis" and "Gramkakis" so that they can take over the programme of women and children in course of time. A reference is invited in this connection to this Ministry's letter No. 8/8/60-T. III, dated the 7th December, 1960, outlining the training for these women workers and payment of honoraria to them. To enable the Mukhya Sevikas and Gram Sevikas in each block to discharge their duties efficiently, it is necessary to provide for adequate supervision of their role by higher level officers who will give them the necessary guidance. State Governments are, therefore, requested to expedite the appointment of officers at State level and, if possible, at District level, to be exclusively in charge of the programme for women and children.

4. The activities that can be taken up in this field have been considered from time to time by various conferences of Development Commissioners, as also by the Women's Advisory Committee. The recommendations so far made and the action taken thereon are summarised in the annexure. The suggestions cover a fairly wide field from which a choice of programmes has to be made to suit local conditions. In order to produce an impact, it is felt that for each Block there should be a certain minimum programme. This will have to be selected after taking local conditions into consideration, and implemented with such modifications as may be

necessary by the Panchayat Samiti/Block Development Committee and its Functional Sub-committee through Village Panchayats and Voluntary organisations of women functioning in the area.

5. To begin with, attention can best be focussed on certain key items of the programme like :—

(i) Nutrition—Elementary health measures including child care.

(ii) Family Planning.

(iii) Training in doing domestic chores in such a manner that they require less time and effort than at present.

(iv) Use of the spare time available to improve the economic conditions of the family by part-time activity like poultry keeping, bee-keeping, vegetable gardening, Ambar Charkha, tailoring, knitting, etc.

(v) Beautification of the home by local arts and cultural activities like bhajans, music etc.

(vi) Literacy and Social Education including citizenship and knowledge regarding agriculture, animal husbandry etc., *i.e.*, the occupations practised by the head of the household.

(vii) Enrolment of school children especially girls and promotion of school feeding and school improvement programme.

(viii) Training of local village associate women workers.

It is not intended that all these items should be taken up or that the list is exhaustive. But each Block should decide on 3 or 4 items of work and concentrate on them.

6. It is suggested that for this purpose there should be in every block—

(i) At least 10 good Mahila Mandals at the rate of one in each Village Level Worker's circle to be started within a specified period and run by associate women workers (secretary, convener, Gramlaxmi, Gramkaki as locally known). These centres may be divided suitably among the Mukhya Sevika and the Gram Sevikas for direct supervision.

(ii) The associate woman workers should be suitably trained, including in the subject of Balwadis.

(iii) To the extent there is response, women workers may also be trained in subjects like nutrition, poultry keeping, horticulture and kitchen gardening. Normally in any village, honorarium should not be paid for more than one associate woman worker.

(iv) A Mahila Mandal or Centre should have

(*a*) A Balwadi.

(*b*) An Adult Education Centre.

(*c*) A Craft or other unit like poultry, and kitchen garden attached to it.

Such a Centre can be very suitably developed in or around a girls' school, or with the assistance of a women primary school teacher if there is one.

(v) There should be talks and demonstrations at suitable intervals on

(a) Balanced diet.

(b) Family Planning.

(c) On the subjects referred to in para 5 (iii), (iv), (v) and (vi).

(d) Craft work.

(vi) The following activities should also be undertaken :—

(a) Celebration of national days—Independence Day, Republic Day, Gandhi Jayanti, Children's Day, besides local festivals—

(b) A baby show.

(c) Study tour.

7. I am, therefore, directed to request that the State Governments may kindly issue necessary instructions to the Block authorities to give adequate attention to this matter and to lay the desired emphasis on the welfare of women and children and also to draw up at least a minimum programme of work wherever this has not already been done.

8. I shall be grateful if you could kindly inform us of the action that is being taken in your State.

ANNEXURE

Recommendations of the various Development Commissioner's Conferences, Seminars etc. on the subject of Womens & Children's Welfare

Recommendation	*When and by whom recommended*	*Remarks*
(a) *Programme items*		
1. The programme may be confined to 3 to 5 villages at a time and then gradually extended to new villages.	At Ooty in 1954 and again at Nainital in 1956. Also in this Ministry's circular letter No. 7 (1) (3)/60-Prg. issued in April, 1960.	
2. Child Welfare programme should be limited to a few items only and in a few selected areas in the first instance.	Joint meeting of the Central Committee and the C.O.P.P. 1958.	
3. Children's activities should centre round the village school and a sum of Rs. 3,000 for three years per block should be adequate.	Nainital Conference 1956 and W.A.C. meeting 1958.	
4. Special studies should be initiated by the Ministry for (i) enrolment of girls in schools and for effectiveness of Gram Sevikas and (ii) supplementary women workers.	WAC meeting 1958.	
5. Propagation of family planning and milk distribution in coordination with Health Department.	WAC meeting 1958.	
6. Grants in-aid-to Mahila Mandals should be promoted.	WAC meeting 1958.	C.S.W.B. is working on a grant-in-aid code for non-official organisations including Mahila Mandals and Social Education Centres.
7. Industrial Cooperatives should be promoted and paid workers should be retained for 3 to 5 years.	Mysore Conference 1959 and WAC.	
8. Incentives for associate organisations recommended.	Srinagar Conference 1960.	
(b) *Training*		
1. Leading village women should be given training to carry on limited activities and given a small honorarium.	By the Annual Conferences of Development Commissioners held in 1954, 1957, 1958, 1959 and 1960 at Ooty, Mussoorie, Mt. Abu, Mysore and Srinagar respectively.	Two types of training are envisaged (i) for a limited number of workers for a period of one month who will act as associate workers; (ii) the other for three to five days on the basis of Gram Sahayaks camps. Most of

		the States have formulated schemes for the former course of training of associate workers and are paying honorarium. The second type is yet to be implemented.
2. Training of wives of V.L.Ws., School teachers or any other Government servants in the village may be enlisted as full-time or part-time workers with suitable training.	Ooty Conference 1956.	
3. Establishment of Home Science Wings and separate courses for women S.E.Os.	Simla Conference 1955.	Implemented.
4. Women's programme should include Home Science. Social Welfare and Extension.	Nainital Conference 1956 and Women's Advisory Committee (1958).	Job Charts and syllabus of Gram Sevikas have been revised in consultation with the Min. of Food & Agriculture and Social Welfare Board and circulated to State Governments. Job Chart and syllabus of Mukhya Sevikas are also being revised.
5. Manual for Gram Sevikas should be written.	Women's Advisory Committee 1958.	A guide book already published. A folder is also under printing
6 (a) Capacity and training of gram sevikas' training centres should be uniform for home science and Social Welfare Board.	Mussoorie Conference 1957.	Job chart and syllabus already revised and circulated to State Governments.
(b) Research in labour saving devices for village homes which are within the means of an average village family should be undertaken.	Mussoorie Conference 1957.	Smokeless choolhas, ball-bearing chakki, cooker, method of cooking and hay box, are being promoted in the field.
(c) Study tours for village women should be organised in liberal measure.	Mussoorie Conference 1957.	
(c) *Administration*		
1. Deputy Development Commissioners (women) should be created where Directors of Women's Welfare did not exist and where they exist, they may be designated as Ex-Officio Deputy Development Commissioners.	Mt. Abu Conference 1958.	Three States already had Women's Welfare Departments. Kerala, West Bengal, Madhya Pradesh, Orissa, Tripura and Bihar have appointed State level Women Organisers.
2. Appointment of School Mothers		
3. Designation of Mukhya Sevikas should be applicable to the Block and the Social Welfare Board workers.	Women's Advisory Committee 1958.	

4. Two Gram Sevikas should be continued in the post-intensive block also.	Mussoorie Conference 1957.	Implemented.
5. Provision of residential accommodation to Mukhya Sevikas and Gram Sevikas.	Mt. Abu Conference 1958, Mysore Conference 1959 & Estimates Committee.	

d) *Coordination*

Immediate steps should be taken to ensure proper and effective coordination of the work of various women's organisations in the country specially the All India Village Women's Organisation.	Nainital Conference 1956 and Women's Advisory Committee 1958.	

IV(1)(vi)

Letter No. 14(1)(5)/61-*Prg., dated 29th August,* 1961 *from the Ministry of Community Development and Cooperation to the Secretaries incharge of Community Development, All State Governments/Union Territories.*

SUBJECT—**Youth programme as a vital base for the Panchyati Raj movement**

The programme of youth organisations has been discussed at various Conferences of Development Commissioners. I am enclosing herewith a statement giving a summary of these recommendations and action taken thereon. The suggestions cover a wide field from which a choice of programmes was to be made to suit local conditions. With the introduction of Panchayati Raj as a machinery for promoting Community Development, the need for developing the Youth Programme as a base for Panchayati Raj has also become vital. In order to achieve satisfactory results in the youth programme, it is necessary to ensure that its foundation is systematically laid in the village so that in the course of years a strong youth movement may develop in rural areas.

2. The youth has a significant role to play in the development of every progressive community, to whose life it imparts momentum and vitality. This is also true of the village community. The rural communities however, for centuries have not been used to the exercise of democratic rights and obligations, be it in the family or in the state. In the tallest of the village community, there is a strong bias for the benevolent patriarch. In the promotion of the democratic process, therefore, this weakness for the patriarch has to be overcome, and the concept of functional leadership developed among the youth. Through the programme of youth organisations, the rural youth must be helped to acquire the desire and the ability to assume future responsibility for the growth of the community.

3. The key to the effective participation of the youth in the life of the village community lies in (a) systematic understanding of the youth, (b) recognition of their ability and interests, and (c) providing facilities for creative expression mainly through group competitive pursuits.

4. An effective programme for the youth in the age group 12 to 25 years may include the following :—

1. *Recreational programmes*

(i) Organisation of indigenous games and athletics.
(ii) Organisation of outdoor life through camps and hikes.
(iii) Organisation of annual sports festivals.

II. *Opportunities for creative expression through*

(i) folk songs and folk dances
(ii) dramas
(iii) drawings, paintings etc.
(iv) celebration of national festivals in a manner so as to promote integration of various sections of the community.
(v) annual youth rallies and festivals.

III. *Provision for continuation of interest in education through an effective social education programme including*

(i) Wall-new sheets
(ii) Health education
(iii) Discussion on current affairs
(iv) General education
(v) Radio youth forums
(vi) Effective use of libraries and reading rooms.

The programme of continuation education is necessary if the funds and the energy to be spent on Universal Primary Education are not to be wasted. As a first step, efforts have to be made to ensure that all children in the age group of 6 to 11 attend school. Thereafter, the programme of informal education should be provided at the school-*cum*-community centre with the activities mentioned above. The effective must be to encourage the youth to maintain their interest in reading, writing and learning.

IV. *Education for Citizenship* through observation of the activities of the first two basic institutions and participation in the activities of the Third.

(i) the village panchayat
(ii) the village cooperative
(iii) the village school.

Citizenship education should emphasise national unity.

V. *Development of occupational interests in agriculture, animal husbandry, cottage industries, etc. through.*

(i) individual projects }
(ii) groups projects } for handling crops, animals birds, tools etc.
(iii) educational visits to agricultural farms, poultry farms, etc.
(iv) demonstrations.

The emphasis in these activities should be on acquainting the youth with scientific methods for promoting economic programmes.

VI. *Utilisation of services of the youth in various campaigns as an integral part of the Block and village development plans*

(i) promotion of compost pits and use of green manure
(ii) use of improved seeds
(iii) adoption of new methods of agriculture
(iv) village sanitation
(v) inoculation against infectious diseases
(vi) anti-malaria programme
(vii) removal of illiteracy etc.

VII. *Utilisation of services of youth for promoting literacy through*

(i) literacy classes
(ii) reading rooms
(iii) libraries etc.

VIII. *Utilisation of the services of youth for developing Community assets such as*

(i) construction of the school building
(ii) construction of the panchayat ghar
(iii) renovation of fishery tanks
(iv) development of the village forest
(v) raising of fuel—plantations
(vi) raising of fruit plantations.

5. It is not intended that all these items should be taken up at the same time. In fact, different groups should be encouraged to select different activities according to their interests and abilities. Each youth organisation should decide and concentrate on three or four items of work. The programme should act as a nucleus for developing the interest of the youth in the life of the village community. In its development consideration should be given to three groups of the youth, namely, (a) those who are attending the school, (b) those who are employed in their family occupations and (c) those who belong to families of landless labourers and the programme developed to suit the special requirements of each group. Particular attention should also be given to the youth belonging to the weaker sections of the village community including harijan and landless labourers and other economically and socially backward classes. They should be encouraged to play a prominent part in the development of the village community. Emphasis should be laid on the development of the ideals of camaraderie in the service of the village community as a whole.

6. Incentives

It is necessary to provide proper incentives to the youth for developing and maintaining interest in various programmes. The following may be the forms in which incentives may be given :—

(i) *Organisation of games and rallies*

Games and rallies may be organised at Block, District and regional levels. Later on they may be organised at the State and all India levels

also. These rallies will be the meeting ground, where selected youth who have done meritorious work in their villages will come to live together for a period of a week to 10 days and hold discussions, organise recreational programmes and exchange experiences. The most appropriate time for the organisation of these games and rallies appears to be the month of November, when school examinations are still far off and the games and rallies can be integrated with the celebration of the Prime Minister's birthday on 14th November.

(ii) *Study tours*

Study tours may be organised for Blocks within the District, from district to district in a region, from region to region in the State, and subsequently from State to State within the country, as a reward for the youth who distinguish themselves at the games and rallies. The selection of youth workers for these tours may be done by appropriate committees at various levels. These study tours will enable youth workers to acquire awareness of similar activities in other parts of the country, and assist them in equipping themselves better for discharging their duties.

(iii) *Awards*

Awards should be both for individual and community performance, in forms which can be exhibited. Individual prizes in the forms of medals, cups, books, improved tools and implements may be awarded at the village and Block levels. Physical efficiency test awards should also be given in individual basis. At higher levels, while individual prizes may not be ruled out, greater emphasis should be laid on community awards in order to foster group feeling and strengthen group activities.

For community awards it will be necessary to organise competitions on the basis of the village or the Block as a unit. It will also have to be ensured that selections are made on the basis of a uniform criteria.

7. Training

Proper training of youth workers and leaders is a necessary pre-requisite for a successful youth programme and forms the very basis of promoting youth organisations. The programme of training should be of 3 types :

(i) 12 days training of youth workers and leaders in Gram Sevak Training Camps, rural institutes, multi-purpose schools and other such suitable institutions to be promoted as a part of the central scheme.

(ii) Refresher training camps for youth workers and leaders on the basis of Gram Sahayak Training Camps. There should be two such camps per Block per year. The S.E.O. should impart this training.

(iii) Higher level training for selected youth workers who show signs of leadership and capacity for running youth clubs efficiently. Such selected youth workers may be given fellowships or higher training in "youth organisation, and youth programmes" at orientation and study centres, S.E.O.T.Cs. and rural institutes, for a period of 3 months with the objective of training at least one youth worker per Block by the end of the Third Five Year Plan.

8. Follow-up of Trained Leaders and Workers

Once the youth workers and leaders are trained, it is necessary to maintain close contact with them. On their return from the training camps, they should be required to promote the programme of youth organisation in their village on model lines suggested for their area. The services of the Block Extension Officers in Agriculture, Animal Husbandry, Industry, Health and Sanitation, in addition to the services of the physical education. Instructors of secondary schools should be made available for promoting specific activities through the village youth organisation. The S.E.O. in the Block should be in overall charge of the youth programme. His responsibility should be not only to coordinate the activities at the Block level but also to secure technical assistance both in terms of rural occupations and creative arts for the rural youth.

9. Role of the School Teacher

The village school teacher should be increasingly entrusted with the organization of youth programmes at the village level. The curriculum for teachers' training institutes now includes the subject of Community Development.

10. Role of Panchayati Raj Institutions

At the Block level, the Panchayat Samitis should be responsible for promoting the programme of youth organizations. At the village level, the panchayat should be entrusted with similar responsibilities. These responsibilities may be undertaken by the youth sub-committee of Education and social education sub-committees or social welfare sub-committees as the case may be, on behalf of the block samiti and the panchayat respectively. Representatives of youth organisations may be co-opted on this sub-committee.

11. Youth Programme as a Part of Social Education Programme

The programme of youth organisation should become an integral part of the programme of social Education at the Block level and the responsibility for promoting the programme should be entrusted to one of the extension workers on the Blocks team. Whenever the Social Education Organiser exists this responsibility should be entrusted to him.

12. Funds

The funds required for organising the programme of youth may be secured in following ways :—

(a) pooling of resources provided in the budget of education, agriculture, Community Development and Social Welfare Department and Block administration;

(b) raising of contributions by panchayats;

(c) a portion of the income from Community assets for whose development youth organisations have given their services.

For effective promotion of youth organisations at the Block level, Panchayat Samiti may consider the need for earmarking specific amount. This amount should be drawn from the provisions provided in the budgets of Community Development (Education and Social Education), and of Agriculture and Education Departments.

13. Minimum Programmes

The emphasis should be laid on *quality* of the programme rather than quantity, *i.e.* mere numbers. For this purpose it is suggested that there should, in every block, as a minimum programme :

(i) At least one youth organisation in each V.L.W. circle to be looked after by each V.L.W. and one youth organization at the block headquarters to be guided by the S.E.O. on model lines The V.L.W. as a part of the 20% of his work for non-agricultural programme can hold himself responsible for at least one youth organization in his circle. Such an organisation can be effectively utilised in propagating new practices in agriculture, animal husbandry, cottage industries and sanitation etc., among the villagers. Gradually the youth organisations should be set up in other villages.

(ii) Suitable training programme of youth workers and leaders.

(iii) Each youth organization should have at least—

(a) some recreational programme

(b) an educational programme

(c) an item of occupational interest; and

(d) a social service programme.

14. Block and Higher Federations of Youth Organizations

The Mysore Conference recommended that the formation of Yuvak Mandals should be a process of growth from the bottom. These Mandals should be formed at the village level first, and should be federated at the block level. The Block level organisation may be formed after a certain number of youth clubs have functioned satisfactorily at the village level for a certain period of time say 12—18 months to be specified by the Block Development Committee Panchayat Samiti.

I am, therefore, directed to request that the State Government may kindly issue necessary instructions to the Block authorities to give adequate attention to this matter and to lay the desired emphasis on the welfare of the youth and also to draw up a minimum programme of work wherever this has not already been done.

Government of India may kindly be informed of the action that is being taken in your State.

STATEMENT SHOWING RECOMMENDATIONS OF THE ANNUAL/DEVELOPMENT COMMISSIONERS' CONFERENCE ON SOCIAL EDUCATION—YOUTH PROGRAMME

Sl. No. (1)	Conference (2)	Year of Conference (3)	Recommendation (4)	Action taken (5)
1	5th Development Commissioners' Conference, Nainital.	May, 1956	Proper coordination was necessary among the agencies sponsoring youth activities. State Governments were requested to furnish complete list of different organisations functioning in their areas. It was suggested that a committee of experts should be constituted to examine the information collected with a view to evolving a fairly uniform programme.	Recommendation communicated. No committee known to have been formed.
2	6th Development Commissioners' Conference, Mussoorie.	April, 1957	(*i*) Youth organisations should be promoted so as to cover all youths, whether school-going or non-school going. (*ii*) There should be two age groups—10-18 & 18-30 years. (*iii*) All activities should be so arranged as to centre round home, work and leisure, with a view to providing an experience of democratic living and of discovering. Significance in the daily work and enriching home life and enlisting young people into service of the community. Activities should assume the shape of community activities, such as looking after village sanitation, cooperative village defence, cooperative looking after the fields, harvesting operations, plant protection, etc. Intellectual activities like organisation of libraries, adult literacy centres, discussion groups, study circles etc. could also be undertaken. Group activities round leisure can be dramatic clubs, bhajan mandalies, etc. Informal training may be imparted through daily meetings, individual and group projects short duration camps, study tours, study circles, etc. (*iv*) Besides the activities mentioned above, the following should also find a place in the programme of the junior group— (*a*) A rudimentary knowledge of the history and geography of India, *i.e.*, knowledge of different regions and people, their habits and customs etc. It is worthwhile to have some idea about other countries also to broaden their mental horizon;	Recommendation communicated. Uneven development of activities in different States.

(1)	(2)	(3)	(4)	(5)
			(b) development of scientific and technical outlook through well contrived charts, models, toys and simple Mechanical appliances, etc.; (c) encouraging hobbies; (d) games and physical culture; (e) undertaking individual projects like kitchen gardening, poultry rearing, cattle feeding, etc. (v) For the higher age group the conference approved the activities mentioned at (iii) above and recommended that competitive games should be organised in order to inculcate the spirit of cooperation and team work. (vi) The conference approved that informal training may be imparted through daily meetings, individual and group objects short duration camps, study tours, study circles, etc. and suggested a living link between the Panchayat and the youth organisations. One of the ways of securing such links could be that one member of the Panchayat may put in charge of youth work and may become ex-officio member of the youth organistaion. With a view to providing constant guidance and assistance, the Extension Officers at the Block level, particularly the SEO should assist the youth organisations in their respective subjects and general community activities respectively. On the non-official side, there should be a small youth organisation with representatives from the village units and thus village youth organisation and the block level youth organisation could be linked up vertically. The Conference also suggested that arrangements should be made for training of the youth leaders in camps. (vii) There should be a District SEO to direct and guide the activities in the various Blocks in the District. (viii) The possibilities of dovetailing the youth programme with the village camps should be explored to enable the village youths to participate in the camps as volunteers for management.	

3	National Conference on C.D. Mysore.	July, 1959	(*i*) Formation of associate organisation, especially youth mandals and mahila mandals should be encouraged. Members from these organisations should be co-opted on the Functional Sub-committee of the Panchayats.	
			(*ii*) The Central and State Governments should promote Bal and Yuvak Mandals in all villages. The Mandals should be formed at village level first and federated on the block and higher levels gradually.	
			(*iii*) The objectives of the Mandals should be to foster community sense, build up character and health, inculcate discipline, develop scientific attitudes, skills of leadership etc.	
			(*iv*) The Mandal's programme may include cultural, recreational and educational programmes, agricultural and co-operative activities, service to community, etc.	
			(*v*) A provision of Rs. 8,000 in Stage I and Rs. 4,000 in Stage II Blocks per year may be sanctioned from Block schematic budgets, besides allocations from other heads. There should be a special provision for the Third Five Year Plan to provide Rs. 10,000 per year per block.	States did not accept this recommendation.
			(*vi*) The Ministry may draft constitutions to serve as models for Yuvak and Bal Mandals.	A draft Constitution prepared and circulated.
			(*vii*) Promotion of youth programme should be the SEO's main responsibility. A programme for the training of adult youth workers may be drawn up by the Ministry.	
			(*viii*) The objectives of Yuvak Mandals at the block leval should be to organise village mandals, conduct leadership training camps, hold inter-village competitions, etc.	
			(*ix*) At the State level, there should be a Director for assisting, coordinating and evaluating youth programmes in every State.	
			(*x*) 10 Pilot blocks should be taken up in each State for intensive youth work.	Mysore developed a few pilot projects.
4	Annual Conference, Srinagar.	June, 1960	(*i*) Purpose of youth clubs may include recreational and physical activities, vocational training and organisation for projects.	Recommendation communicated.
			(*ii*) Emphasis of the programme should be on:— (*a*) group competitive pursuits. (*b*) spontaneous creative expression. (*c*) recognition of merit.	

(1)	(2)	(3)	(4)	(5)
			(*iii*) Group competitive pursuit— Healthy Cooperation to develop the spirit of cowarderic and citizenship should be encouraged.	
			(*iv*) Spontaneous creative expression—opportunities should be offered through games, sports, outdoor life and cultural and social activities.	
			(*v*) Recognition of achievement—through youth festivals at a levels—Panchayat, Zilla Parishads and State.	
			(*vi*) Age groups should be 5-11, 12-18 and 18-25 years; separate for boys and girls in case of 12-18 and 18-25 groups.	
			(*vii*) The programme should be organised through non-official organisations at various levels. The development Commissioner should have the assistance of a separate officer known as Director of Youth Programme.	
			(*viii*) For organising youth activities each Panchayat should constitute a committee with Panches, Sarpanches, village youth leaders, gram sahayaks and representatives of Mahila Mandals.	
			(*ix*) Special training programme for age groups 12-18 and 18-25 should be organised at the blocks. Organisers of the camps should also be trained. Central Government should assist in the conduct of such training camps.	A scheme of training youth leaders and workers prepared.
			(*x*) Study tours for youth leaders to Blocks, Districts, States and all-India basis may be organised.	
			(*xi*) C.D. departments in the States should coordinate the youth programme, initiated by other Departments and non-official organisations.	
			(*xii*) Finances should be secured by— (*a*) pooling of resources provided in the budgets of education, community development and social welfare departments and block administration.	
			(*b*) dividing social education budget in two heads 'adults' and 'youth' and providing additional funds for youth programme.	Not accepted by the Ministry.

(*c*) raising contribution by Panchayats. (*d*) participation of youths in building up community assets. (*e*) voluntary contributions.	
(*xiii*) The village school teacher should be entrusted with the responsibility of organising youth at village level. He should be under the administrative control of the Panchayat and paid suitable honorarium. The curriculum of teachers' training should include a subject on Community Development and promotion of youth organisations.	A scheme of orienting School teachers in C.D. is being implemented.
(*xiv*) SEO should organise the youth programme at block level and work for coordinating the activities of village school teachers.	
(*xv*) Physical education teachers of secondary and high schools should assist in the development of youth organisations in rural areas.	

IV. 2(i)

Delimitation of Block Boundaries

Ministry of Community Development circular No.CPA/1(11)/P/55, dated 31-1-56.

(*i*) The block boundaries should be coterminus with the revenue boundary *viz.* Tehsil, Thana etc. and should not cut across the administrative boundaries.

(*ii*) The average of 66,000 persons per block for the State as a whole should be achieved. In sparsely populated and hilly areas, the individual coverage may be lowered to 30,000. For a tribal block, the population coverage may be 25,000 whereas in a NEFA type block the optimum coverage may be 10,000. In a tribal block, the tribal population should constitute at least 70 to 80 per cent population of that area.

(*iii*) Cities having a population of less than 1,00,000 may be included for purposes of achieving the average of 66,000 although for purposes of actual programme such urban areas should be excluded.

(*iv*) Blocks having a population of 1,00,000 or more may be treated as equivalent to two blocks each for purposes of financial provision but bifurcation of existing unweildy blocks should be deferred till the original block enters Stage II.

IV. 2(ii)

Allotment of Blocks .. ..

Ministry of Community Development circular Nos. 14(17)/58-Prg. I, dated 17-6-58 and 30(26)/58-PC, dated 2-12-58.

(*i*) *Availability of staff*—During the pre-extension stage, a minimum staff comprising of one B.D.O., one Extension Officer (agri) and five VLWs should be ensured. The full complement of staff as envisaged in the Green Pamphlet is to be in position when the block enters Stage I.

Ministry of Community Development circular No. 14(25)/58 Prg. I, dated 16-8-58.

(*ii*) Selection of sites:—

(*a*) The block should be contiguous to existing blocks so as to form a compact unit.

(*b*) Blocks should be located round about Agricultural/Verterinary Colleges and Extension Training Centres and similar institutions.

(*c*) Preference to be given to areas comprising Gramdan Villages and other areas where there is a preponderance of backward classes.

Ministry of Community Development circular No. 28(40)/59-PC (Bd.), dated 19-11-59.

(*d*) Preference to be given to blocks located in the areas commanded by major and medium irrigation projects.

Ministry of Community Development circular No. 1(56)/61-Agr., dated 9-8-61.

(*e*) Preference may be given to blocks located in the districts selected under the Intensive Agricultural District Programme.

IV. 2(iii)

Flexibility of the C.D. Programme to suit local needs.

Ministry of Community Development & Cooperation circular No. D.O. 1-18/Bd/59, dated 24-11-59.

The C. D. Programme is flexible and the budget should suit the needs of each area. The block budget is the starting point for planning for the block and subject to the national priorities in favour of agriculture and irrigation, provision under the other heads can be varied to suit the local needs.

Flexibility in diversion of non-loan funds from 'non-recurring' to 'recurring' category and vice versa.

Ministry of Community Development & Cooperation circular No. 1-20/Bd/59, dated 11-2-60 . .

State Governments may divert non-loan funds in the block budget from non-recurring to recurring and *vice versa* to suit local requirements, subject to the conditions (*i*) that the development programme under any of the heads is not adversely affected and (*ii*) that the total non-loan expenditure in any block and the amount of Central assistance payable thereon do not exceed the ceilings laid down in the schematic budget.

IV. 2(iv)

Extension of the period of operation of blocks—utilisation of Stage I funds along with Stage II funds.

Extension upto one year, wherever necessary, would be given freely to Stage I blocks. In case of availability of substantial unspent funds under Stage I, State Governments may:—

Ministry of Community Development circular No. 153(10/57-PC, dated 1-4-59.

(*i*) ask for extension upto one year subject to the availability of sufficient funds both under 'Loan' and 'Non-loan' from the Stage I block budget. The block will continue in Stage I and utilisation of Stage II funds is not permissible;

(*ii*) ask for reversion to Stage II with permission for utilisation of Stage II funds along with Stage I funds. In such a case, the utilisation of Stage I funds will be restricted to one-sixth of the total schematic budget or the actual unspent amount available, whichever is less.

Cases in respect of which extensions have already been allowed should not be opened.

Ministry of Community Development & Cooperation circular No. 25(8)/59-PC(Bd), dated 16-7-60.

Where the life of a Stage I block has been extended, the unspent balances should be spent before the expiry of the extended period. Any funds remaining unspent by that date will lapse unless further extension is granted.

Where a Stage I block reverts to Stage II with permission to utilise unspent Stage I funds, these should be spent within a year from the date of reversion to Stage II.

Ministry of Community Development & Cooperation circular No. 25(16)/59-PC(Bd), dated 6-4-60.

In the blocks in which the Stage I period has once been extended, the utilisation of unspent Stage I funds along with Stage II funds will not be permissible.

IV. 2(v)

Allotment of Pre-Extension Blocks and conversion of Pre-Extension Blocks into Stage I.

Ministry of Community Development & Cooperation circular No. 19/Bd/60, dated 31-1-61.

(*i*) No allotment/conversion of blocks will be made to any State Government/ Union Territory unless fully qualified and trained B.D.O., V.L.Ws., Extension Officers (Agriculture) and (Cooperation) and S.E.O./E.O. (Panchayats) are in position in all existing blocks and adequate trained staff is available for the new pre-extension blocks to be opened. The staffing position of all the categories of staff in the State as a whole will also be taken into consideration before the allotment of blocks.

(*ii*) Where Sub Block Headquarters have been opened in multiple and unweildy blocks, the availability of adequate staff in such blocks also will be considered before making further allotments.

IV. 2(vi)

Pooling of expenditure on 'Block Headquarters' in the blocks for the State as a whole.

Ministry of Community Development & Cooperation circular No. 1(1)/xix/Bd/58, dated 6-2-59.

Pooling of the entire provision of Rs. 3·15 lakhs and Rs. 0·85 lakhs under Block Headquarters in the Stage I and Stage II budgets respectively is allowed for the State as a whole, subject to the conditions (*i*) that pooled funds from any one of the sub-heads should not be utilised for purposes other than those for which they are intended, and (*ii*) that the development programme in any block is not affected by such pooling.

IV. 2(vii)

Pooling of provision for 'Staff Quarters' for the State as a whole.

Ministry of Community Development & Cooperation circular No. 65(49)/Bd/58, dated 13-5-59.

The provision of Rs. 1 lakh for "Housing for project staff and Rural Housing" in the Stage I budget may be pooled for the State as a whole. Any savings after the construction of staff quarters in Stage I blocks, may be utilised for the construction of staff quarters in Stage II blocks formed as a result of division of unweildy blocks. Further savings, if any, out of the pooled provision should be spent for rural housing programme.

IV. 2(viii)

Deputation Allowance, Stipends etc. sanctioned to personnel for undergoing training in various courses.

Ministry of Community Development & Cooperation circular No. 65(106)/Bd/58, dated 18-5-59.

The provision under Personnel in the block budget is for meeting the expenditure on the pay and allowances of the staff and allowances for their journeys within the block areas. Expenditure on deputation allowances, stipends and travelling allowances of the staff deputed for training, should be met by the State Governments out of their own resources.

IV. 2(ix)

Creation of training reserve for the block personnel during Third Plan period.

Ministry of Community Development letter No. 13/18/60-Trg. II, dated 6-12-61.

Sanction is conyeyed to the creation of training reserve calculated at 5% of sanctioned posts as on 1st April each year during the Third Plan period in the categories of B.D.O., Extension Officers of Agriculture, Cooperation & Industries, SEO & Mukhya Sevika. The expenditure will be shared equally by Central & State Govts. This is subject to the condition that all sanctioned posts in each cadre are filled before creation of the training reserve.

IV. 2(x)

Utilisation of savings in expenditure on 'Personnel' in meeting the cost of the supervisory staff at the State/District or Sub-divisional level.

Ministry of Community Development & Cooperation circular No. 1(1)(x)/Bd/58, dated 5-1-59.

Expenditure on supervisory staff at the State, District or Sub-divisional level should not be met from the block budget even where funds are available after the full complement of staff according to the staffing pattern in the schematic budget is provided.

IV. 2(xi)

Provision under 'Personnel'—Expenditure on the pay and allowances of the staff adjustable from the respective technical departments.

Ministry of Community Development & Cooperation circular No. 2(18)/Bd/58, dated 4-2-59.

Pay and allowances of staff which have to be met from the budgets of the respective technical departments, should not be debited to the block budget.

IV. 2(xiii)

Minor Irrigation Programme—Public contribution for works.

Ministry of Community Development & Cooperation circular No. 99(16)/57-Prg. I, dated 28-1-58.

It is not necessary to insist on a fixed percentage of public contribution for irrigation works as the public participation is usually in the form of land or contribution of labour for digging of field channels. While the State Governments should continue to endeavour to secure as much public contribution as possible, the extension agency should actively concern itself with the optimum utilisation of water and make the people irrigation minded.

People's participation.

Ministry of Community Development & Cooperation circular No. 13(2)/59-Panch, dated 30-8-59.

Contributions made by a panchayat from the funds it receives from the Panchayat Samiti, the Zila Parishad the State or the Central Governments, should not be included in the local contribution required from the beneficiaries. Such contribution should come mostly from voluntary contributions collected by the Panchayat; contributions may also be made from the income derived from the Panchayat's property or from the taxes levied by the Panchayat.

IV. 2(xiv)

Grant of Subsidy for all schemes relating to the development of agriculture.

Ministry of Community Development & Cooperation circular No. 1(8)/Bd/57, dated 26-9-57.

Central assistance to the States for all schemes relating to the development of agriculture (including animal husbandry, irrigation, reclamation, soil conservation and fisheries etc.) will be allowed for the 2nd Plan period* on

* The question of extending the subsidy for the Third Plan period is under consideration.

the same terms and conditions as applicable to the G.M.F. and other similar schemes sponsored by the Ministry of Food & Agriculture subject to the condition that the total other than loan expenditure and the Centre's share of the expenditure in respect of each block should not exceed the overall ceilings laid down in the schematic budget.

IV. 2(xv)

Industries Programme—Subsidising the cost of equipment and improved tools for artisans etc.

Ministry of Community Development & Cooperation circular No. 1(10)(VI)/58-Prg. II, dated 7/11-8-1958.

The provision for Rural Arts, Crafts and Industries in the Stage I and Stage II budgets should be utilised for (*a*) training of rural artisans including payment of stipends and travelling expenses to trainees, (*b*) grants to technical or artisans training institutions in the block, (*c*) grants to industrial cooperative societies in the block for meeting the expenses for employing technical and managerial staff for the first three years and (*d*) subsidising up to 50 per cent of the total cost of equipment and improved tools for artisans particularly those who are trained in the use of improved equipment and methods of production.

Rs. 15,000 out of the provision in stage I and Rs. 7,500 out of the provision in Stage II are earmarked specially for the development and promotion of industries under Women's Programme.

IV. 2(xvi)

Industries Programme—No diversion of funds from Industries head to other items of programme.

Ministry of Community Development & Cooperation circular No. 1(10)/(VI)/59-Prg.II, dated 10-3-59.

The provision under 'Rural Arts, Crafts & Industries' is a nucleus provision and should be supplemented by the resources of the khadi & village Industries Board and other Boards under the Ministry of Commerce & Industry. No funds from this head should be diverted to other heads.

IV. 2(xvii)

Provision of loan for industries in Stage I and Stage II blocks in the Third Five Year Plan.

For providing credit to artisans, a loan provision of Rs. 30,000 is to be made in each Stage I and Stage II block. Half of this provision is expected to

Ministry of Community Development & Cooperation circular No. 2(III)/I/Bd/60, dated 13-7-60. Ministry of Community Development & Cooperation circular No. 2(III)/I/(2)/Bd/60, dated 28-8-61.	be provided by the Ministry of Commerce and Industry and the other half is to be met from the block funds. The loan provision of Rs. 15,000 may be provided either by : (*a*) exchanging the loan and non-loan provisions under the Heads "Agricultural Development-Minor Irrigation and Land Development" and "Rural Arts, Crafts & Industries" or (*b*) diverting the required loan provision from the Head 'Rural Housing' without any corresponding augmentation of that head. Where the State Governments can find for any block the entire sum of Rs. 30,000 from sources like the State Aid to Industries Act, no diversions for the purpose of providing loan to artisans would be necessary in that block.
IV. 2(xviii) *Building up of youth movement—promotion of Yuvak Mandals and Bal Mandals.* Ministry of Community Development & Cooperation circular No. 14(7)/59-Panch, dated 17-9-59.	Suitable amounts may be earmarked from out of the funds provided under 'Social Education' in the Stage I and Stage II budgets for promoting Bal and Yuvak Mandals in the block areas.
IV. 2(xix) *Creation of posts of cinema operators.* Ministry of Community Development & Cooperation circular No. 34(54)/Bd/60, dated 17-12-60.	Where necessary, a cinematograph assistant should be appointed. Licences to handle the projector should be obtained both by the S.E.O. and the Assistant and both of them should be trained to explain the films. The expenditure on the pay and allowances of the Assistant may be met from the provision under 'Social Education'.
IV. 2(xx) *Rural Latrines Programme* .. Ministry of Community Development & Cooperation circular No. 2(7)(17)/61-Prg., dated 24-3-61.	The construction of sanitary latrines may be subsidised, if and where necessary, from the Agriculture Head of the block budget, where the latrines are according to a prescribed design that enables the collection of faecal material for use as manure.

IV. 2(xxi)

Cooperative Farming Societies—Provision of loans out of the Block Schematic budget.

Ministry of Community Development & Cooperation circular No. 6/3/61-Bud, dated 16-5-61.

(*i*) Assistance from the block budget should be available to cooperative farming societies on a preferential basis.

(*ii*) Assistance should be limited only to those societies in which a bulk of the membership is from small farmers and/or landless cultivators. The State Government should define the basis for classification as a 'small farmer' and define the term 'bulk'.

(*iii*) No specific percentage of funds available in the block budget need be earmarked for cooperative farming societies.

IV. 2(xxii)

Location of Sub-Block Headquarters in blocks in hilly areas.

Ministry of Community Development & Cooperation circular No. 16(5)/60-Prog. I, dated 24-2-60.

In the blocks in the hilly areas, where the outlying villages are almost beyond the reach of staff at the Block Headquarters, 3 or 4 Sub-Block Headquarters may also be set up at strategic points where a number of activities may be clustered. The clustering should not entail any shifting of the institutions and activities from the villages where they might have been already established or introduced. This pattern may be introduced to the extent possible.

APPENDIX

ILLUSTRATIVE LIST OF ITEMS THAT COULD BE TAKEN UP UNDER THE COMMUNITY DEVELOPMENT PROGRAMME

Head	Brief description of the programme
1. Agricultural Development, including Animal Husbandry, Fisheries, Minor Irrigation and Land Improvement.	The financial provision under this head is intended to be spent in accordance with the decisions of the Block Panchayat Samiti/Block Development Committee, on items leading to increase in agricultural production. Diversion of funds from this head to any other head is prohibited. Some major activities on which these funds could be spent are indicated below :—
(a) *Agriculture*	The provision for agriculture may be spent, among others, on the items mentioned below :— (*i*) Demonstration and popularisation of improved agricultural implements including sprayers and dusters, subject to a maximum of Rs. 5,000 per annum. (*ii*) Lay out of occular demonstrations. (*iii*) Purchase, maintenance and repairs of demonstration equipment required in connection with demonstrations to be carried out on farmers' fields. (*iv*) Encouragement of farmers' clubs, youth clubs and for promoting progressive farmers' training and Gram Sahayaks' programmes in the field of agriculture. (*v*) Introduction of fruit growing and vegetable cultivation.

NOTE.—Subsidy can be granted for the popularisation of selected Agricultural Implements including plant protection equipment and fruit and vegetable cultivation in suitable areas from the provision for Agriculture in the block budget. Seeds and fertilisers are not, however, eligible for subsidy.

(b) *Land Improvement* ..	Anti-water-logging measures such as drainage; soil conservation; contour bunding; dry farming; afforestation; flood protection; reclamation of alkaline and saline lands; etc.
(c) *Animal Husbandry* ..	(*i*) Purchase of pedigree bulls, rams, ewes, bucks, bears, hatching

Head	Brief description of the programme
	eggs, baby chicks, pullets and cockerels, etc.
	(*ii*) Construction of veterinary aid centres, artificial insemination sub-centres, service crates, cattle crushes, foot paths, dips, silo pits and hay stacks, setting up community shearing and wool-grading centres.
	(*iii*) Purchase of first-aid kits and their regular replenishment. Procurement of drugs and biololgical products.
	(*iv*) Demonstration and popularisation of fodder cultivation and supply of planting materials development of village grazing lands; conservation of surplus fodders; plantation of fodder trees; utilisation of edible weeds and substitute feeds; popularising feeding of poultry with balanced feeds and feed supplements, as also the balanced feeding of other species of live-stock.
	(*v*) Demonstration and provision of poultry hatching, breeding and rearing facilities and equipment; supplying rolls of wire mesh to selected poultry breeders.
	(*vi*) Holding of livestock shows.
(d) *Fisheries*	(*i*) Subsidising the supply of fish fingerlings for distribution to village panchayats and farmers.
	(*ii*) Subsidising the purchase of yarn, nets, logs, and other fishery requisites, by fishermen.
	(*iii*) Subsidies and loans for construction repair and improving fish ponds by deweeding and desilting them. Also, for establishing fish seed production farms.
	(*iv*) Loans for constructing fish curing yards, cleaning and drying platforms, units for extraction of oil, fish meal, markets.
	(*v*) Providing landing sites, guide lights, break waters and other

Head	Brief description of the programme
	community amenities in fishing villages. (*vi*) Demonstration of fishing with improved gear. (*vii*) Organising study camps, and tours to fishermen and fish farmers. (*viii*) Organising fishermen coopera-tives for fish seed production, fishing and marketing. (*ix*) Purchase of fishery exhibits for extension work. (*x*) Extending short-term credit faci-lities to fishermen and fish farmers.

NOTE.—The grant of subsidy and loans should be on the basis stipulated in Grow More Food Rules, details of which are available with the State Departments of Fisheries.

(e) *Minor Irrigation*	A minimum of Rs. 3 lakhs should be earmarked for minor irrigation except in areas where there are special condi-tions which render this impossible or unnecessary. This provision is intend-ed to meet the cost of minor irrigation schemes including subsidy on loans admissible under the G.M.F. rules and will consequently comprise both 'loan' and 'non-loan' expenditure according to the requirements of each Block. Schemes benefiting large num-ber of persons should be given pre-ference while granting assistance. The following are some of the items that constitute minor irrigation programme— (*a*) Surface wells. (*b*) Repair and deepening of existing wells. (*c*) Persian wheels. (*d*) Tubewells. (*e*) Filter points. (*f*) Pumping sets (*g*) Weirs across rivers. (*h*) Bundhies. (*i*) Channels including filed chan-nels. (*j*) Embankments. (*k*) Tanks. (*l*) Repair and revonation of tanks etc. (*m*) Rural electrification.

NOTE.—Funds from this head may also be spent for renovating tanks etc. for pisciculture.

Head	Brief description of the programme
2. *Rural Arts, Crafts and Industries*	Provision under this head should not be diverted to other heads. The procurement and maintenance of tools for labour and construction cooperatives organised in each block should form an important programme under this head and should also include:— (*a*) Training of rural artisans including payment of stipends and travelling expenses to trainees. (*b*) Grants for technical or artisans' training institute serving the block. (*c*) Grants to Industrial Cooperative Societies in the block to meet expenses on account of employing technical and management staff for the first three years. (*d*) Subsidising the cost of equipment and improved tools for artisans, particularly those who are trained in improved equipment and methods of production. This subsidy may be given up to 50 per cent of the cost of tools and equipment. It may also be noted that out of the allotment of Rs. 65,000 during Stage I and Rs. 50,000 during Stage II under this head, Rs. 15,000 and Rs. 7,500 respectively are earmarked for development and promotion of industries under women's programme. (*e*) Developing such industries as are not included in the list of any of the All-India Boards or such industries as the all-India Boards were not in a position to help. (*f*) Subsidy for establishment of worksheds for artisans. (*g*) Grant for organising exhibitions. (*h*) Credit to artisans for the share capital and working capital of cooperatives and also for purchasing of improved tools

Head	Brief description of the programme
	and equipment of Rs. 15,000 per block.
	(*i*) For assisting development of any industry suitable to the area provided finances are not available from the concerned Board or Department.
3. *Health and Rural Sanitation* ..	The provision under this head includes funds for drinking water supplies and drainage and sanitation. In addition, a sum of Rs. 52,500 is provided by the Union Ministry of Health to augment the provision for the construction of buildings for Primary Health Centres and Sub Centres and residential quarters for the staff.
	(*a*) Recurring expenditure may be utilised for :—
	(*i*) Purchase of drugs, dressings, etc. for the Primary Health Centres and Sub-Centres.
	(*ii*) Replenishment of village medicine chests.

NOTE.—Recurring expenditure for staff of the Primary Health Centre/Sub Centre is provided separately under the Head "Staff".

	(*b*) Non-recurring expenditure may be utilised for :—
	(*i*) Construction of buildings for Primary Health Centres and Sub-Centres and residential accommodation for staff quarters.
	(*ii*) Purchase of equipment for Primary Health Centres and Sub-Centres.
	(*iii*) Improvement of existing dispensaries if these are to be converted into Primary Health Centres.
	(*iv*) Construction of new wells or sanitization of old wells.
	(*v*) Construction of sanitary latrines and urinals with preference for Primary schools and community centres.
	(*vi*) Provision of drains and construction of soakage pits.
	(*vii*) Construction of smokeless chulahs.

Head	Brief description of the programme
	(*viii*) Pavement of village lanes.
4. *Education*	The provision of Rs. 60,000 under this head includes Rs. 45,000 as a non-recurring grant which is used mainly for buildings which should receive smaller emphasis than heretofore. The funds provided should be available for assisting village communities in improving the local schools such as :— (*a*) Primary Schools (Basic type). (*b*) Aid to existing primary schools. (*c*) Conversion of Primary Schools into basic type. (*d*) Middle schools. (*e*) Aid to existing schools. (*f*) Provision of mid-day meals. (*g*) Assistance to poor pupils in the form of books and uniforms.
5. *Social Education*	(*a*) Programme— (*i*) Community Centres and their organisation. (*ii*) Literacy classes and Adult Education classes. (*iii*) Reading Rooms and libararies. (*iv*) Recreation Programme. (*v*) Cultural Programme. (*b*) Organisation of youth groups and their economic, cultural and education programme. (*c*) Formation of Associated Groups such as Farmers' Clubs, Youth Clubs, Women's Clubs, interest groups, occupational groups. (*d*) Gram Sahayak Camps. (*e*) Establishment of child art societies, children's museums and open air theatres. (*f*) Training camps for women.
6. *Programme for Women and Children.*	The non-loan provisions under the heads 'Education', 'Social Education' and 'Rural Arts, Crafts and Industries' in Stage I include the following amounts making up a total of Rs. 40,000 to be given as grant to State Social Welfare Boards for implementing the coordinated programme for women and children in the blocks selected for the purpose :— Education—Rs. 15,000 for Balwadi (creches and Pre-primary schools).

Head	Brief description of the programme
	Social Education—Rs. 10,000. Rural Arts, Crafts and Industries—Rs. 15,000. As regards other blocks, a similar allocation upto a ceiling of Rs. 40,000 should also be earmarked for implementing women and children's programme. In Stage II also an allocation upto a ceiling of Rs. 20,000 may be earmarked out of the provision under the above heads as detailed below for implementing women and children's programme in each block :— Education—Rs. 7,500 for Balwadi (Creches and Pre-primary schools). Social Education—Rs. 5,000. Rural Arts, Crafts and Industries—Rs. 7,500.
7. *Communications*	In carrying out programme under this head what is important is that local communicational works should be part of the road plan for the block and the district and the programme of metalling roads followed by the P.W.D. is linked with the communications programme undertaken with the participation of the people. The following items may be taken up in the block programme:— (*a*) Katcha Roads. (*b*) Kankar or gravel surfacing. (*c*) Culverts and other crossings of say upto 10 ft. span.
8. *Housing*	Buildings should be simple in design and execution and suit local environment. Local labour and material should be utilised to the maximum extent. It would, as a rule be better if these constructions are undertaken by local agencies like the Panchayats and Labour Cooperatives instead of the P.W.D. though the latter may be consulted and their advice taken to the extent necessary. The provision of Rs. 1 lakh in Stage I may be fully utilised for the construction of staff quarters. Where, however, any savings are available for rural housing, they should be utilised for providing ancillary services which would ultimately form the nucleus of rural housing in the block areas.

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